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ABSTRACT

These four issues of the fourth volume of "Trustee Quarterly" present 24 articles dealing with community college finance, administration, and mission. Specific topics covered from the first issue through the fourth include: (1) the president-board relationship; (2) marketing the community college; (3) community college finance in the 1980's; (4) technical education in the 1980's; (5) evaluation of the president; (6) community college planning in the 1980's; (7) the role of the trustee in institutional development; (8) implementing an updated computer services system; (9) developing and financing new instructional delivery systems; (10) community college legislative priorities; (11) new trends in community college governance; (12) the importance of needs assessments and cost analysis in student recruitment; (13) establishing nonprofit foundations; (14) interim presidential appointments; (15) the increased role of the state in college governance; (16) the role of the board of trustees, the board chairperson, and the superintendent/president; (17) energy conservation; (18) presidential evaluation techniques; (19) new trustee orientation; (20) liability and other legal issues faced by trustees; (21) state funding programs; (22) differentiated staffing programs; (23) student recruitment, services, and retention programs; and (24) fostering a caring environment for the community college student. (JP)

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Volume 4

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Association of Community College Trustees

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TRUSTEE QUARTERLY

Volume 4 Number 1 Winter 1979-80

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Guidelines for Chief Executive — Board Relationships

Paul A. Elsner, Chancellor
Maricopa Community Colleges
Phoenix, Arizona

This is an era of accountability. The public demands we account for our funds, actions, and policies with an intensity we've heretofore never experienced. But it is also an era of equity, affecting human rights and providing an opportunity for those affected by local governmental procedures to have a say in public policy. This fact is no more apparent than in the composition of public school and local community college boards. The strides we've made in the great egalitarian concepts of lay governance of our schools and public colleges are demonstrated by the fact that we've never had more women, young minorities and, even in some cases, students sit on our governing boards.

So it might be said that it is an era of accountability and an era of egalitarianism, which makes it also a time when special interest groups are clamoring for the right to govern and affect the public interest that best serves them. The list is elaborate: teacher unions, minorities, business, students, women, organized labor, disgruntled (justly so) property-taxpayers.

Old timers, who've since retired from chancellorships, presidencies, or superintendencies, tell me it used to be better. They eulogize a past in which boards had a "stewardship function": a time when goodwill and civic pride were the motives for serving on boards. Community leaders in business and civic affairs often gravitated to the positions. Men and women of substance, who had successfully made their way in the world, were drafted to provide the stewardship and trusteeship necessary for the continuing public good. Confrontation-politics, conflict-resolution, and coalition pressures from the community were unknown to these "stewards" of the public trust.

I am not ready to abandon the old era as a model on which to build the future of Chancellor-Board relationships, but I am also politically pragmatic enough to realize that there were good "old" times — but there were also "good old systems", that failed to sense the dynamics of change around them. Some of those are still around. So despite the clamor in our society; there are still inequities, insensitive procedures, and programs that miss their target by a country-mile insofar as the public interest is concerned.

With the new distribution of power to the previously unrepresented classes, a new democracy has materialized — a reason to have hope for our lay controlled public community colleges. But with the new hope there needs to be some guidelines set for new governing board members who have not served on boards before. These guidelines can form a code of behavior for all governance, affecting student government, faculty, and boards caught in these transitions.

The "code" offered here is a result of my private experiences as a public college administrator in three states. They are the scar tissue from having worked in highly-charged political settings, not the least of which included nine years in a five campus college system in the Oakland-Berkeley area of the East San Francisco Bay, a large urban system in the midwest, and a current

tenure as Chancellor of a seven college system in a fast-growing state in the West.

The ten basic axioms of Board-Chief Executive Officer relationships:

1. As a chief executive officer, don't surprise the board; as a board member don't surprise other board members or the president or chancellor.
2. Maintain strict confidentiality in all private, personnel and executive sessions. Board members are elected for their trust. Nor should the chief executive officer disclose directly what has transpired in a closed session.
3. Board members are usually elected but can also be appointed; regardless, boards have constituents - they represent the people who elect them. At times board members have to champion a cause. Given this, do not work privately, away from other board members; let other members know what your agenda is, including the chancellor.
4. Board members represent the entire system, the total area served; in multi-campus districts, all three or five, or seven of the campuses need equal advocacy and understanding. Board members are a part of a collective political unity. Board members may be the most sensitive and informed conduits to other board members and the chief executive officer about the area or precinct they represent, but should not be its most vocal advocate.
5. Board members need to have a regular flow of information about the state of the college, its problems, its future and its financial status. The chief executive officer should provide this information. Board members need to visit with students, faculty, staff and citizens on a regular basis, but administrative problems should be channelled to the chancellor or president for resolution.
6. Learn to distinguish between policy and procedures. Boards have extraordinary power - their power lies in their legal basis and statutory authority. The most far-reaching change can be effected by a well-chosen policy.
7. Set the proper forum for exchange of points of view. Work sessions where students, faculty, and community have the opportunity to state their opinions and ask for consideration, should be scheduled. Some board meetings are circuses, where more heat than light is cast on a topic.
8. Respect each other. Don't put down another board member in public no matter how wrong he may appear. Debate the issue, if necessary, but do not personalize the issue by showing disrespect for another's point of view.
9. Assist each other by sharing relevant data. New board members will be armed with campaign facts and materials that they believe are absolute verities. Share information - don't let a new board member or worse, an uninformed board member, hang-out alone on either campaign promises or misinformation.
10. Finally, don't approve a recommendation you don't understand. Chances are the staff or the chancellor doesn't understand the issue clearly either. Chancellors or presidents should be able to abstract a recommendation in concise and clear terms; if they can't, you don't need them - you need someone else.

So much for polemics. I recently had an unresolvable issue with my board. I sought refuge in a Code of Ethics that permitted me to communicate a delicate, but uncompromising issue; uncompromising because it involved a matter of principles affecting the board and the chancellor's operational philosophy. The Code saved my professional life, which I had [illegible] the line.

In many ways, a "Code" is like a carefully drawn constitution. It must protect the organization like it would protect our country. I offer in this article the code our board has approved in principle and recently reaffirmed. I submit it as the philosophical underpinning of the educa-

tional institution for which I work.

This code is the foundation of stable working relationships with staff, students, and the faculty for all future times. I present it to be used as a possible model for your institution. During the difficult time of trying to resolve the recent dilemma with my board, the original Code of Ethics which was passed three weeks after I arrived two years ago, became a focus of discussion. To resolve the matter, the board conducted work sessions on the Code, openly, with faculty present to offer their views. Following this period of review, the board made minor alterations in the wording, but not in the substance and reaffirmed it November 13, 1979. It will probably need to be reviewed periodically, but if you are contemplating taking a job as a college president or chancellor, I offer it as a prenuptial contract to be presented to your board before the marriage is consumated. It could spell the difference between a happy professional marriage or a painful separation.

MARICOPA COUNTY COMMUNITY COLLEGE DISTRICT

CODE OF ETHICS AND RESPONSIBILITIES
FOR
GOVERNING BOARD MEMBERS

General

Elected or appointed members of the Governing Board of the Maricopa County Community College District are representatives of the citizens of the county.

Board members' obligations, as a group, are both legal and ethical.

The Governing Board of the Maricopa County Community College District commits itself to the very highest ethical conduct, as well as to carry out its requirements under the applicable education code provisions of the State of Arizona and such other local, state, and federal laws as should apply.

Legal Powers and Duties

1. Maintain the community college for a period of not less than eight months in each year, and if the funds of the district are sufficient, maintain the college for a longer period.

2. Enforce the courses of study and the use of textbooks prescribed and adopted by the State Board.

3. Visit the community college and examine carefully its management conditions and needs.

4. Exclude from the college all books, publications or papers of a sectarian, partisan, or denominational character intended for use as textbooks.

5. Appoint and employ a president or presidents, vice-presidents, deans, professors, instructors, lecturers, fellows, and such other officers and employees it deems necessary.

6. Determine the salaries of persons appointed and employed.

7. Remove any officer or employee when in its judgment the interests of education in the state so require.

8. Award degrees, certificates and diplomas upon the completion of such courses and curriculum as it deems appropriate.

9. Appoint, if deemed necessary by the district board, security officers who shall have the authority and power of peace officers for the protection of persons and property under the administration of the district board.

10. Receive, hold, make and take leases of and sell personal property for the benefit of the community college district under its jurisdiction.

11. Obtain insurance against loss, to the extent it is determined necessary on community college buildings of the district, whether financed in whole or in part by state monies. The local district shall have an insurable interest in the buildings.

12. The District Board may administer trusts declared or created for the District, and receive by gift, devise or bequest, and hold in trust or otherwise, property wheresoever located and when not otherwise provided dispose of such property for the benefit of the District, provided, with respect to real property, that the State Board has consented to the disposition thereof.

Ethical Responsibilities

The Governing Board shall:

1. Recognize that its primary duty is to represent the entire community while realizing a need may arise to advocate particular needs of the constituents of his/her precinct —

2. Accept the concept that each Board member is only one member of an educational team —

3. Assure the opportunity for high quality education for every student, within the fiscal limitations of the District—

4. Take official actions only in public sessions—

5. Maintain confidentiality of privileged information—

6. Recognize that the strength and effectiveness of the Board is as a Board, not as a group of individuals—

7. Delegate authority to the Chancellor as the Board executive and confine Board action to policy determination, planning, overall approval and evaluation, and maintaining the fiscal stability of the District.

8. Employ competent, trained personnel—

9. Insure an atmosphere in which controversial issues can be presented fairly and in which the dignity of each individual is maintained—

10. Respect the Office and in no way misuse the power inherent in the Office.

Proceduaral Responsibilities
In keeping with the Governing Board's policy, the Board asserts its responsibilities to:

1. Encourage all employees, by group representative of employees, to avail themselves of all administrative remedies and procedures before requesting Governing Board involvement;

2. Except in unusual circumstances, it is generally understood that channels for communications will be followed whereby requests for materials from District employees for any Board action will be transmitted to the Governing Board through the Chancellor and that Governing Board members will request information and action through the Chancellor.

3. The Governing Board acknowledges the concern of faculty and employees of the District in certain matters relating to possible misinterpretation of Governing Board members' roles and functions. In so acknowledging such concerns, the Governing Board affirms the following:

   A. That it has been and shall continue to be the policy of the Governing Board that the administration and faculty of this District have the opportunity to participate where appropriate in the decision-making processes of the District, and the President of the Board and the Chancellor acknowledge the legal restraints which require reasonable and practical notice to be given prior to any Board meeting where action will be taken.

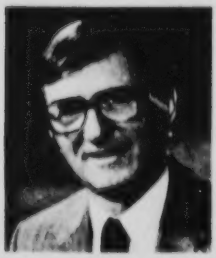
   B. That the Board acknowledges that the sole authority for action with which it is vested resides in its activities of the legally constituted Board, and that as individuals, the members of this Board have no authority to mandate action on the part of the District. This policy shall, however, in no way restrict individual Board members from full and complete access to all of the campuses of the District and to a complete range of inquiry to the Chancellor who will obtain information from the District employees for the Board members so that they may be more fully informed and may properly exercise their responsibilities as voting members of this Board.

   C. That all employees of the District be advised that the hiring, assigning, transferring, terminating or disciplining of personnel of the District will be handled according to established personnel policies through the District Personnel Office.*

   D. That the Governing Board recognizes the First Amendment, freedom of speech principle, as fundamental to the operation of the District and that no employee of the District shall be subjected to economic or professional sanction for expressing his/her opinion in open meetings of the Board.

4. That members of the Governing Board recognize their responsibility to adhere to the Code of Ethics.

*Established personnel policies include such documents as the Residential Faculty Policies (RFP), and all its various Board approved employee group policies for management, support staff, crafts, food service, executive and maintenance and operations.



Techniques of Marketing

James B. Hasler, Trustee
Vocational, Technical and Adult Education District #4
Madison, Wisconsin

The Vocational, Technical and Adult Education District #4 is made up of all of five counties, Jefferson, Dane, Sauk, Columbia and Marquette and portions of seven other counties. The Madison area Technical College (MATC) is one of the institutions under our supervision and is the most comprehensive of the campuses. We also have satellite campuses located in Portage, Fort Atkinson, Watertown and Reedsburg. In addition we have about 50 outreach centers utilizing public school buildings for the offering of part-time adult day and evening classes. Some of the programs that are offered at the MATC are also offered, according to the identified needs within the areas, at each of the satellite schools. This past year a total of 46,965 students were served (unduplicated head count). This compares, for example, to 34,761 students served two years ago.

It is a commonly accepted principle in public relations and promotion that it is difficult for any kind of an institution to be "all things to all people." What is meant by this is that we are living in an age of specialization, and very few institutions have the financial and personnel resources necessary to provide the full array of products and services to the degree demanded by the many diversified groups of people in our present-day society.

The more successful institutions have adapted themselves to this fact of life by becoming more specialized, and by more precisely positioning themselves in the marketplace. The term "positioning" refers to how the institution and its products and/or services are positioned or fixed in the minds of its consumers or potential customers. It includes how these various consumer groups view the strengths and weaknesses of a particular institution compared to the strengths and weaknesses of competing institutions.

An actual example of this concept of positioning as applied to the marketing of a business service would be the familiar advertising campaign developed by AVIS Rent-A-Car. The smaller AVIS could not at the time hope to replace the dominant HERTZ in the minds of consumers when it came to renting cars. AVIS's promotional strategy was, therefore, to position themselves in the consumers' minds as being number two and trying harder. The great success of their approach is, of course, now history.

There is reason to believe that these concepts or principles of not attempting to be all things to all people, achieving the reputation of specialists in various areas, and the proper positioning of yourself in the marketplace also have application to the development of promotional strategies for educational institutions.

It is true that of the variety of different kinds of educational institutions competing against each other in the marketplace, (e.g. four-year universities, community colleges, private trade schools, correspondence schools, etc.) MATC would probably come closer than most to being all things to all people. One obvious example would be MATC's position in the market-place as compared to the University of Wisconsin. As a result of state laws as well as MATC philosophy, we could not offer the longer,

more expensive programs leading to professional degrees.

As a board member I believe that MATC has enjoyed past success and will continue to enjoy future success because of its unique position in the educational marketplace, its ability to provide the services required by its identified publics, and its ability to promotionally capitalize upon its known strengths. We sincerely believe that MATC is in a strong position (which will be made much stronger provided we obtain a new campus) with many promotional opportunities.

The following position statement which we feel best describes the comparative strengths of MATC in the present marketplace has been arrived at by careful study. We have broken this statement down into parts to better identify the promotable strengths of MATC. At one time or another, MATC should be prepared to capitalize on these various strengths as they best apply to its particular publics.

Primary Position Statement
MATC is a college which provides specialized programs which prepare people to obtain jobs in a great variety of career fields, at the lowest possible cost in the least amount of time. *(Vocational Education Works!)*

Secondary Position Statement
(Not necessarily in order of importance and importance will vary according to public.)

— MATC enables a person to progress at his or her own speed in updating present job skills and knowledge necessary to advance in his or her present career field.

— MATC offers one of the quickest, least expensive, and best ways for a person to acquire skills and knowledge needed to change to an entirely different career field.

— MATC provides an extensive selection of personal enrichment courses to make retirement living and leisure time activities more meaningful and enjoyable.

— MATC's College Transfer Program provides the student who is still somewhat unsure of attending a four-year university with an opportunity to build his or her confidence before attending such an institution.

— MATC provides the student presently enrolled in a particular program, and whose career interests have changed, with the opportunity to switch to a different program with a minimum amount of hassle.

— MATC is widely respected as a college which provides programs for the special needs of various groups in the district. Groups served include: minorities, the handicapped, unemployed, foreign speaking, professional organizations and many others.

— Most of MATC's teachers have had actual work experience in addition to their academic backgrounds which helps to make their classes more relevant and interesting.

— The teachers at MATC have earned a reputation of developing close student-teacher relationships where they take an active and personal interest in the progress of each student as an individual. *("The instructors even know my name - I like that!")*

— The greatest percentage of MATC graduates are employed and become taxpayers in the district served. MATC continues to serve the entire district as an excellent source of well-trained and highly-motivated employees.

— MATC makes important cultural contributions to the district through its Civic Music groups. These groups include the Madison Symphony Orchestra, Madison

Civic Chorus, Madison Civic Opera, and the Madison Municipal Band, all providing numerous memorable performances throughout the year.

— MATC offers persons with previous work experience the opportunity to receive a head start on a degree program by granting a certain amount of degree credit for previous work experience.

Based upon our research, these then are the various positions (strengths) that MATC presently holds (or should hold) in varying degrees in the minds of our various publics. These position statements should provide the basis for themes, copy and future promotional campaigns for MATC. (Indeed, several have already been used.)

A word of caution is now in order. It is important to note that MATC is certainly not guaranteeing these positions in the present educational marketplace. As I discussed earlier, good research and the analysis of its results is most critical, so that it is possible to measure, on a regular basis, more precisely how MATC is positioned in the minds of our various publics. Only then will MATC be able to best capitalize and reinforce these positive mind sets, while developing and promoting those characteristics about the college which it feels are important and attractive, but not as widely known.

An example of how research is conducted at both the classroom level and as an overall questionnaire to all students follows.

PROPOSED MATC STUDENT QUESTIONNAIRE

We are interested in finding out more about MATC students so that we can serve them better. Thank you for your cooperation in carefully completing this questionnaire. It is not necessary for you to put your name on this form.

1. Present Residence: City _____ County _____
2. Sex: [ ] Female [ ] Male 3. Age _____
4. Number of children (or brothers and sisters), living at home who have not yet graduated from high school. _____
5. Family Income: Complete either (a) or (b)
   a. If you were a dependent on your parents in 1976, what was your and your parent's total income:
      [ ] $0-$5,000 [ ] $15,001-$20,000 [ ] $30,001 and above
      [ ] $5,001-$10,000 [ ] $20,001-$25,000
      [ ] $10,001-$15,000 [ ] $25,001-$30,000
   b. If you were independent from your parents in 1976, what was your (and your spouses) total income:
      [ ] $0-$5,000 [ ] $15,001-$20,000 [ ] $30,001 and above
      [ ] $5,001-$10,000 [ ] $20,001-$25,000
      [ ] $10,001-$15,000 [ ] $25,001-$30,000
6. Indicate highest grade completed: _____ Degrees awarded, if any: _____
7. Indicate center(s) you are now attending: [ ] Portage [ ] Madison [ ] Watertown [ ] Fort Atkinson [ ] Reedsburg [ ] Other _____
8. Check one of the following: [ ] Full-time Degree Credit Student (12 or more credits)
   [ ] Part-time Degree Credit Student (less than 12 credits)
   [ ] Part-time Non-degree Credit Student (taking courses for no degree)

9. Type of Program you are presently enrolled in. Check one:

[ ] Associate Degree [ ] Vocational Diploma [ ] College Transfer
[ ] Apprentice [ ] Non-degree Credit

Indicate the division you are presently enrolled in:

[ ] Agriculture [ ] General Studies [ ] Practical Nursing
[ ] Art [ ] Home Economics [ ] Quantity Foods
[ ] Apprentice [ ] Health [ ] Registered Nursing
[ ] Business [ ] Law Enforcement [ ] Trade & Industry
[ ] Dental Auxiliary [ ] Marketing
[ ] Fire Service [ ] Music

10. When do you attend MATC? [ ] Day [ ] Evening [ ] Both

11. When did you decide to attend MATC in the program or course you are presently enrolled? _____ (month, year)

12. Have you ever attended MATC before, either as a full or part time student?

[ ] Yes [ ] No

a. If yes, when did you last attend? _____ (year)
b. If yes, where did you last attend? _____ (center)
c. If yes, how many different times have you enrolled in MATC in the last 10 years? _____

13. Are you presently employed? [ ] Yes [ ] No

a. If yes, full or part-time employment? [ ] Full [ ] Part
b. If you are presently employed full or part time, what are your *major* reasons for enrolling? Check those that apply.

[ ] Learn new skills [ ] Prepare for a new career
[ ] For personal enrichment [ ] Upgrade present job
[ ] To develop social contacts [ ] No benefit
[ ] Other (please explain) _____

14. What would you give as your most important reasons for attending MATC rather than another educational institution?

_____

15. How did you first become familiar with MATC and its programs?

_____

16. Do you have any friends or relatives who have attended or are now attending MATC?

a. Friends [ ] Yes [ ] No
b. Relatives [ ] Yes [ ] No
c. If you answered yes to (a) or (b), how strong an influence would you say your friends or relatives who attended MATC had on your decision to attend here?

Friends [ ] Very Strong Influence [ ] Strong Influence [ ] Neutral
[ ] Weak Influence [ ] No Influence whatever
Relatives [ ] Very Strong Influence [ ] Strong Influence [ ] Neutral
[ ] Weak Influence [ ] No Influence whatever

17. Have you ever discussed MATC and its programs with any of the following persons before you enrolled in MATC?

Friends [ ] Yes [ ] No
Relatives [ ] Yes [ ] No
High School Teachers [ ] Yes [ ] No
High School Counselors [ ] Yes [ ] No
Social Workers [ ] Yes [ ] No

a. If yes, what would you say best describes their attitude toward MATC?

	Very Positive	Positive	Neutral	Negative	Very Negative
Friends					
Relatives					
High School Teachers					
High School Counselors					
Social Workers					

The next series of questions relate to your use of television, radio and newspapers in the *past year*.

RADIO

1. On a typical *weekday*, how many hours did you spend listening to the radio?
   [ ] Less than 1 hour [ ] 1-2 hours [ ] 2-3 hours [ ] 3 or more hours
2. On a typical *weekend day*, how many hours did you spend listening to the radio?
   [ ] Less than 1 hour [ ] 1-2 hours [ ] 2-3 hours [ ] 3 or more hours
3. When did you usually listen to the radio *during the week?*
   [ ] Early AM (7-9 am) [ ] Daytime (9 am - 4 pm) [ ] Late afternoon (4-6 pm)
   [ ] Evening (6-11 pm) [ ] Night (11 am - 7 am)
4. When did you usually listen to the radio *during the weekend?*
   [ ] Early AM (7-9 am) [ ] Daytime (9 am - 4 pm) [ ] Late afternoon (4-6 pm)
   [ ] Evening (6-11 pm) [ ] Night (11 pm - 7 am)
5. Which station did you listen to most frequently? _____

TELEVISION

6. On a typical *week day*, how many hours did you watch television?
   [ ] Less than 1 hour [ ] 1-2 hours [ ] 2-3 hours [ ] 3 or more hours
7. On a typical *weekend day*, how many hours did you watch television?
   [ ] Less than 1 hour [ ] 1-2 hours [ ] 2-3 hours [ ] 3 or more hours
8. When did you usually watch television *during the week*
   [ ] Early AM (7-9 am) [ ] Daytime (9 am - 6 pm) [ ] Evening (6-10 pm)
   [ ] Night (10 pm - 1 am)
9. When did you usually watch television *during the weekend?*
   [ ] Early AM (7-9 am) [ ] Daytime (9 am - 6 pm) [ ] Evening (6-10 pm)
   [ ] Night (10 pm - 1 am)
10. Which TV station did you watch most frequently for local news? _____

NEWSPAPERS

11. Which newspaper(s) did you read most frequently?
    a. _____ b. _____
12. Did you or your family subscribe to a daily or weekly newspaper?
    [ ] Daily [ ] Weekly [ ] None

13. Which section(s) did you almost always read?

[ ] News [ ] Sports [ ] Society/features [ ] Classified ads
[ ] Business [ ] Comics [ ] Entertainment [ ] Other Advertisements
[ ] Other (please specify) _____

14. *During the week*, how frequently did you read a daily newspaper?

[ ] Daily [ ] 3-6 times a week [ ] Less than 3 times a week [ ] Not at all

15. How frequently did you read the Sunday edition?

[ ] Almost always [ ] Sometimes [ ] Never

16. How frequently did you read a weekly newspaper?

[ ] Almost always [ ] Sometimes [ ] Never

17. In the past year, do you remember hearing any advertisements for MATC on the radio?

[ ] Yes [ ] No

18. In the past year, do you remember viewing any advertisements for MATC on television?

[ ] Yes [ ] No

19. In the past year, do you remember reading any advertisements for MATC in newspapers?

[ ] Yes [ ] No

20. Before your present enrollment in MATC have you seen or read any of MATC's brochures, catalogs or timetables?

Brochures [ ] Yes [ ] No
Catalogs [ ] Yes [ ] No
Timetable [ ] Yes [ ] No

21. Did you ever attend an MATC Open House? [ ] Yes [ ] No

These are some reasons other students have given for attending MATC. Please tell us how important each reason is to you.

	Very Important	Important	Somewhat Important	Not at all Important
1. It's close to home.	____	____	____	____
2. It's less expensive than other educational institutions.	____	____	____	____
3. It offered the particular specialized program or course I was interested in.	____	____	____	____
4. College and/or program has good reputation.	____	____	____	____
5. Advice of someone who attended.	____	____	____	____
6. Advice of high school counselor.	____	____	____	____
7. Advice of high school teacher.	____	____	____	____
8. Advice of relatives.	____	____	____	____
9. Advice of friends.	____	____	____	____

14

	Very Important	Important	Somewhat Important	Not at all Important
10. Advice of social worker.				
11. Courses and/or program were more job oriented.				
12. Wanted to get a degree in less than four years.				
13. Wanted to live away from home.				
14. Offered financial assistance.				
15. MATC offered closer student/teacher relationships.				
16. I did not want the pressure of a four year university.				
17. I like the extra-curricular activities offered at MATC.				

MATC's PUBLICS

The public view of an educational institution is a composite of millions of private impressions. It is the combined experience of all those who use its services and/or receive its visual and verbal messages, however they have been disseminated.

A college the size of MATC not only has a general public, but this general public can be broken down into many sub-publics. ("Public" is defined here to mean a distinct group of people that share a common or similar interest.)

It is very important from a communications and promotional viewpoint to initially identify as many publics as possible for the following reasons:

1. It serves as an important reminder not to overlook any vital group during the planning and promotion of any special project or event. Failing to include one of these publics could prove to be not only embarrassing, but it could also severely damage the chances of success for a particular promotional campaign.

2. It assists in planning and determining priorities in different situations regarding the dissemination of information and promotional messages among MATC's various publics.

3. It becomes more manageable and feasible to monitor the attitudes and opinions of each of these smaller publics, both before, as well as after any communication or promotional campaign.

4. It enables more effective communication and promotional messages to be created and tailor-made for each public.

A comprehensive list of publics follows. These publics have not been arranged in any prefererritial order, since the importance of each public may change considerably depending upon the particular situation.

VARIOUS PUBLICS OF THE MADISON AREA TECHNICAL COLLEGE (District Wide Basis)

1. PRESENT MATC STUDENTS
a. Full-time degree or diploma.
b. Part-time degree or diploma.
c. Part-time non-degree.

2. SPECIAL MATC STUDENT ORGANIZATIONS, CLUBS, SERVICE GROUPS
a. Slant (College Newspaper).
b. Student Senate.
c. Clubs.
d. Musical groups.
e. Athletic teams.

3. FORMER STUDENTS
a. MATC Alumni Association.
b. Graduates of degree or diploma programs.
c. People who have at one time taken a course or courses at MATC.

4. MATC EMPLOYEES
a. Full-time teachers.
b. Part-time teachers.
c. Administrators.
d. Ancillary staff.
e. Support staff.
f. Lead teachers.
g. Retired employees in each of the above categories.

5. PARENTS
a. Parents of present students.
b. Parents of alumni.

6. FACULTY WIVES ORGANIZATION

7. DISTRICT BOARD OF VTAE #4
a. Present members.
b. Past members.

8. WISCONSIN STATE BOARD OF VTAE
a. Present members.
b. Past members.
c. Other employees.

9. OTHER EDUCATIONAL INSTITUTIONS IN DISTRICT #4
a. University of Wisconsin - especially counselors.
b. Other colleges.
c. High schools-especially students, counselors, teachers and local vocational coordinators.

10. MATC ADVISORY COMMITTEES
a. Present members.
b. Past members.

11. LABOR ORGANIZATIONS
a. Madison Federation of Labor.
b. Individual Union Presidents.
c. Union members.
d. Union Labor News.

12. GOVERNMENTAL UNITS
a. State Senators and Representatives serving District # 4.
b. County Supervisors.
c. City or Village Councils. (Mayors and Alderpersons).
d. Neighborhood Associations.

13. ALL MEDIA IN DISTRICT #4
Newspapers, Radio Stations, TV Stations. Cable TV Stations, Local Magazines.

14. OTHER EXTERNAL ORGANIZATIONS
a. Fraternal & Service Organizations.
b. Trade Associations.
c. Professional Associations.
d. Chambers of Commerce.

15. ALL TAXPAYERS IN DISTRICT #4

16. BUSINESS & INDUSTRIES
a. Firms employing MATC graduates.
b. Firms not employing MATC graduates.

17. OTHER SPECIAL INTEREST GROUPS
a. Parent-Teacher Organizations.
b. Capital Community Citizens.
c. _____

18. SOCIAL SERVICE AGENCIES
a. Federal.
b. State.
c. Local.

19. MINORITY, DISADVANTAGED, OR OTHER GROUPS WITH SPECIAL NEEDS
a. Migrant farmers.
b. Handicapped.
c. Long-term unemployed
d. Foreign born.
e. Retired people.

The Long Range Effect of Advertising

Very rarely can paid advertising be judged fairly on the basis of immediate results. In fact, about the only type of advertising that can be judged upon its immediate effectiveness is direct mail order, where a coupon is clipped and sent in to the institution originating the advertisement or promotional piece. MATC's timetable would probably come as close to this type of promotion as possible. People are able to read the timetable and mail their applications to the college. It is quite easy to measure the effectiveness, as expressed in numbers of people who have enrolled by mail.

Yet, should the effectiveness of the timetable be judged only upon the basis of enrollments by mail? Certainly this would not be logical, because many people who read the timetable might later decide to enroll in person. Think also of those people who looked through the timetable who will not enroll at all for the coming semester, but who are favorably impressed with the great variety of programs, and who may enroll at MATC two or three years in the future.

The point to be made here is that many people do not truly appreciate the fact that while almost all advertising hopes to create immediate results, there is also a longer range, residual effect at work on the potential users of MATC's services. The advertisements about MATC that people may see, hear, or read are constantly helping to shape and mold the image of the college in the eyes of its many publics. That is why it is so important that each advertisement be carefully planned, and be consistent with the unified image that the college would hope to project.

Financing Community Colleges in the 80's

Judith E. Madonia, Trustee
Lincoln Land Community College
Springfield, Illinois

Regardless of trustee and administrator interest, community college funding remains a mystery to the vast majority. A review of the literature and discussion with community college leaders throughout the country would show that the number of "experts" on community college funding could fill a small closet. This is not a reflection on the lack of ability of community college leaders, but is a reflection more on the youthful and diverse nature of our colleges.

In Illinois several months ago, our statewide trustees association conducted a seminar on community college funding which lasted a day and a half. At that session we had representatives from California, Florida, Iowa and Michigan, as well as representatives of the Education Commission of the States and the Brookings Institution. The two things all of us learned from that session were that financing community colleges could not be discussed in a day and a half and there are no easy solutions to the issue of financing community colleges.

The diversity of community colleges within a single state often creates serious problems in determining the appropriate method for funding community colleges. Multiply that by 50 states and other countries and we begin to see the difficulty in establishing any single financing mechanism.

In the discussions of funding and in our development of financing mechanisms and budgets, however, another aspect becomes clear to me as a trustee. Trustees know that funding is an important aspect in community colleges, and we know that we must be well prepared. But often when local budget-making and state appropriation periods are past, we are left wondering what really happened. This approach to financing community colleges in the 80's will not be adequate.

In the past what usually happened was that enough money flowed to our school and through our budget to enable us to do what we were doing, plus a little more. But one of the lessons of the 80's is that there is going to be less money to go around and more needs to be met with those available funds. Unless we can walk onto the legislative stage and the budget-making stage and speak our parts well and forcefully, we will not receive the attention which community colleges rightfully deserve.

I am not one of those who believe that community colleges themselves face a dismal future. The fact is that as other segments of our society face problems, the community colleges' future brightens. (Witness the unstability in the American economy and the current increase in the enrollment at most community colleges.) And as the American dream becomes harder to achieve, more and more Americans are going to seek to increase their chance for success by using the services offered by community colleges.

Our problem, then, is not in the enrollment trends for the next 10-15 years which so many have spoken of so gloomily. For even if the worst prediction comes to pass, most of us will still be serving 85-90 percent of the

number of students we served at our peak enrollment. That represents millions of students nationwide.

It is true, however, that in many states the growth of enrollment in the past has generated a growth in revenue from the state level, as well as more tuition which made budget-making and appropriations a much easier task for us. We are not losing the bulk of students to be served, but we may be losing the *annual increase* which we counted on in the past, which often had the effect of allowing us to disregard some tough questions about budgeting which otherwise should have been asked. And to me that is our problem — our approach to local and state budgeting.

I am not competent to discuss the ins and outs of the various financing plans of the states. We have many administrators who are trained to do just that. Instead, what I want to do is give a trustee's perspective on this question of financing. I would suggest to you that perspective is, or should be, markedly different from the administrator's viewpoint.

As a new trustee, I found finance and budgeting sometimes baffling and often boring and I was well into my term before I fully appreciated how vitally important those functions are to the health and success of the college system, or the individual college.

My bafflement and boredom arose because I did not fully comprehend my proper role in the process, and frankly, no one gave me much help in that regard.

Except on rare occasions, the administrative approach to budget-making usually is one of supplying numbers and figures and arithmetical equations all in some strange form which adds up to a budget. Most of the discussions in which I was involved at the local level centered around numbers and how much to cut the travel budget.

On a larger scale that same approach is often apparent at the statewide level when finance plans and budgeting and appropriations are being discussed for the statewide system. In Illinois, particularly, our state coordinating board has an executive director who is a genius with figures and whose understanding of the figures is unsurpassed by any. Let me cite for you what we have done in Illinois in setting up a formula filled with figures and arithmetical equations.

In Illinois for several years now we have functioned under a financing method which could best be described as a shared responsibility. Our public community colleges receive money from three primary sources: 1) local student tuition - which is at a level set by the locally elected boards of trustees, but which cannot exceed one-third of the per capita student cost: 2) Local property taxes - at a rate set by the voters with the maximum tax rate set by the voters and the level to be raised set yearly by the local board up to the maximum rate: and, 3) state appropriations - which are determined yearly by the state legislature which considers recommendations made by the Illinois Community College Board (ICCB), the Illinois Board of Higher Education (IBHE), and the Governor's Office.

The formula for determining the state's level of support recognized this shared responsibility. You will see in the chart on the next page the Illinois plan we used for FY77 through this fiscal year, FY80. It also shows a new plan which was adopted recently by our state Board of Higher Education.

ILLINOIS FINANCING PLAN FOR INSTRUCTIONAL PROGRAMS IN COMMUNITY COLLEGES

	Old Plan	New Plan
Resource Requirements	Projected Enrollment for budget year times Latest Unit Cost (systemwide weighted average, adjusted for inflation, marginal cost savings, productivity savings plus Other identified special needs	Actual enrollments for past fiscal year times Latest Unit Cost (systemwide weighted average) adjusted for inflation, marginal cost savings, productivity savings plus Other identified special needs
Minus		
"Local" Revenues	Standard tuition contribution Median tuition and fees per credit hour times Projected credit hours for budget year	Standard tuition contribution Policy determination based on a percentage of budgeted unit costs but not to exceed 20% minus tuition contribution of ABE/GED
	Standard tax contribution Average projected EAV's for two preceding fiscal years times Median tax rate minus One percent of this average for public service credit minus Tax collection loss % plus Non-district chargebacks	Standard tax contribution Total accrued tax revenues for most recent historical year minus Tax collection loss plus non-district chargebacks
	Other Local Revenues Estimates from community college RAMP	Other Local Revenues Percentage of total expenditures financed from these sources in year of unit cost study
	Other state and federal revenues (IOE, DAVTE) Estimates from community college RAMP	Other state and federal revenues Percentage of total expenditures financed from these sources in year of unit cost study. IOE grants for ABE/GED considered as applied to this credit hour grant category

Equals	Old Plan	New Plan
Credit Hour Grants	Distributed in five categories 1. Baccalaureate 2. Business Occupational 3. Technical Occupational 4. Health Occupational 5. General Studies	Distributed in seven categories based on enrollments of past year: 1. Baccalaureate 2. Business Occupational 3. Technical Occupational 4. Health Occupational 5. Remedial/Developmental 6. ABE/GED 7. General Studies
Disadvantaged Grants	Level of Funding Judgments of the need for these funds in the total context of community college funding. Distribution Distributed through a basic grant per campus and a grant for each student credit hour taught in Remedial/ Developmental courses	Level of Funding Judgments of the need for these funds in the total context of community college funding Distribution Distributed through a basic grant per campus and a grant for each student credit hour taught in Remedial/ Developmental and ABE/GED courses
Equalization Grants	Equalization threshold Latest audited statewide (EAV) divided by Projected statewide in-district FTE equals Standard EAV/FTE times Standard Tax Rate(minus $.01 for public service) equals Equalization Threshold	Equalization threshold Accrued statewide tax revenue divided by Projected statewide in-district FTE for most recent year equals Equalization threshold (with no deduction for public service)
	Local District Qualifying Calculation Each district's most recent EAV/FTE (projected) times Standard tax rate (minus $.01 for public service) equals Local tax ability per FTE	Local District Qualifying Calculation Each district's most recent EAV/FTE (historical), times Accrued state tax revenue for most recent historical year divided by most recent statewide EAV equals Local tax ability per FTE

	Old Plan	New Plan
Equalization Grants	When Local Tax Ability per FTE is less than Equalization Threshold Equalization Threshold minus Local Tax Abililty per FTE equals District Equalization Grant per FTE	When Local Tax Ability per FTE is less than Equalization Threshold Equalization Threshold minus Local Tax Ability per FTE equals District Equalization Grant per FTE District below standard tax rate and with tuition per FTE above 20% of district unit cost District whose tax rate falls below the standard tax rate and with tuition per FTE above 20% of district unit cost per FTE receives grant equal to 50 percent of the amount per in-district FTE needed to raise the district's most recent equalized assessed valuation multiplied by the district's tax rate plus and equalization grants up to the equalization threshold.

Let me walk you through the old plan.

The old finance plan for state funcing has two portions which you must keep separate in your mind: 1) determining level of appropriation; and, 2) determining the distribution. The general formula for determining the major portion of our state appropriations — the credit hour grant — goes like this: Resource requirement, *minus*, local revenue, *equals*, the credit hour grant level.

The Resource Requirements are defined as how much money the colleges need to operate. For any fiscal year the resource requirements are calculated by considering the following factors: Most recent unit cost per credit hour (which is a systemwide weighted average); *times*, most recent apportionment enrollment, *equals*, base budget, *plus*, two-year inflationary cost increases, *plus*, cost of projected enrollment growth, *less*, marginal cost savings (because less cost supposedly is incurred for additional students), *less*, productivity savings, *plus*, other identified special needs (such as new program support, equipment, etc.), *equals*, budget year resource requirements (or what is needed by the colleges.)

Next, we must decide how much money is available locally to meet these projected needs. This is done by looking at three revenue sources:

1. Standard tax contribution
2. Standard tuition contribution, and
3. Other local, federal, and state revenues

The standard tax contribution is deter-

mined by looking at the current year's equalized assessed valuation (EAV), *plus*, next year's projected EAV. This subtotal is divided by two to get a two-year average EAV. This figure is multiplied by the median tax rate (standard) of the 38 districts in Illinois to arrive at the standard tax extension statewide. From this you subtract local tax revenues for public service and equalization funding. From this figure you subtract collection losses and add in non-district chargebacks. This results in the standard local tax contribution.

The standard tuition contribution is determined by multiplying the median tuition and fees per credit hour charged in the districts by the projected credit hours. There you have it. Resource needs *minus* local resources *equal* credit hour grants.

Once the level of credit hour grant funding is determined (and I might add, negotiated through the ICCB, IBHE, Governor's Office and Legislature), the money must be distributed.

For distribution purposes, five categories of instruction were established — seven have been proposed. The categories include: baccalaureate, health technology, business technology, science technology, and remedial/developmental and other general studies. The average cost of instruction in each category is determined (project enrollments, inflation, etc.). The average local funding per credit hour is then determined: The total number of credit hours projected in all categories is divided by total local resources anticipated. This is referred to as the *standard local contribution*. Each category rate is then determined by subtracting this standard local contribution from the category cost. Reason: With these rates and appropriate level set each district receives its money based on the actual number of credit hours generated in each area. Thus, if enrollments are overestimated we lapse funds — if underestimated we must prorate.

Two other portions of state funding in Illinois include disadvantaged and equalization.

The resource requirements recommended for disadvantaged student grants have been based upon judgments of the need for these funds in the total context of community college funding.

The final portion of state funding is equalization, set up to bring about a level of equity in the level of local taxes available to support community college students in Illinois.

Equalization is determined as follows: First, the equalization threshold is derived. You take the most recent statewide equalized assessed valuation (EAV), *divide* by projected statewide in-district FTE, and get the standard EAV/FTE. This is *multiplied* by the standard tax rate for the equalization threshold.

Then you must determine the local district qualifying rate. That calculation is done by taking each district's most recent EAV/FTE times standard tax rate. This equals local tax ability per FTE. When local tax ability per FTE is less than the equalization threshold that district is entitled to receive an equalization grant per FTE.

If that description tends to cross your eyes and leave your attention wandering, that may be the effect desired.

And that is an effect which troubles me greatly. Because what is hidden in the figures, whether in a discussion of local finances, or state finances, is the question of policy.

And it is policy that trustees do understand and with which they should be involved.

It is a rare board which approaches the budget-making process policy first. It is a rare state board or legislature which approaches financing its higher education institutions policy first.

And that, I believe, is why we can expect trouble in the 80's unless we change our approach and make the policy matters easily understood.

Let me further explain to you what I mean by citing the Illinois formula again. Buried in a sheet of figures which make up the calculations for our funding formula is a figure which indicates the expected average tuition throughout the state. Normal procedure for Illinois in the past has been for the staff of the coordinating board to plug some figure in, referred to as the statewide weighted mean, and then go on making the calculations which eventually result in a demonstrated state need for $115 million or some state dollars for our colleges. That is the way the calculations usually get presented to the state coordinating board and that is the way they get presented to the legislature.

But that is the wrong way to present a forceful case for college funding. For that figure I mentioned to you is a policy assumption. In approving that figure along with a list of others, the ICCB is approving that policy assumption and in effect is making the decision that tuition in Illinois should rise "x" percent next year. Often that decision is taken without discussing it and so it is an unspoken policy assumption rather than a publicly discussed policy decision.

Boards ought to be in the business of making policy decisions.

There are a host of similar figures built into our state funding plan as I am sure there are similar figures built into most other state's plans. When you approve a set of budget line items, you make decisions on matters such as how many people will we allow to enroll in the colleges next year...how much will we require them to pay...how much do we expect taxes to be increased...how much do we intend to increase salaries... how much more or less do we plan to spend on library resources...should we place greater emphasis on baccalaureate transfer programs or remedial/developmental programs and similar questions. All of which ought to be policy matters discussed by boards. Most of which usually are not.

Once a state board decides questions such as the above, then the experts ought to go to work to make the calculations to get figures which support the policy decision.

Imagine the force which such a budget presented to a state legislature could have. Especially if it were structured in such a way through presentations and supporting press releases that the legislature also was asked to make those policy decisions rather than dealing simply with the numbers. It is easy for a legislature to whack out a few million dollars in a multi-million dollar appropriation bill. It is much tougher for a legislator to vote to raise tuition, to vote to limit salary increases to a certain percent, to vote to limit community college enrollments, to vote to deny the special needs of the educationally disadvantaged, etc.

Now, I am not suggesting that we want to give up local control and let legislators and governors run the schools, but I am suggesting that in approving numbers in budgetary items they have a large effect on running the schools anyway and we would be better served if we engaged in a public dialogue on the policy questions of community college education rather than on mere figures. We must have state-made decisions visible so that the public and our supporters know what those decisions do to the colleges, and also who is doing what to the colleges.

What I have said on a statewide basis does, I believe, apply to each local college district. If

the administration comes in with a budget which represents lots of figures for lots of different items and asks for approval they will probably be questioned about travel, and there possibly may have been at some point a discussion and decision on salaries and that may be the extent of the board's involvement in policy making in regard to the budget.

The same questions which I suggested on a statewide basis should also be asked as a board begins the budget making process. How does this budget change what we are doing? Are we raising tuition? What are we doing about salaries? What about new equipment and books and all the rest. When those discussions are finished, and when the board has voted on each policy direction at issue, then the budget should be put together based on decisions which the board has made...not assumptions which your financial officer has made.

It is my belief that trustees armed with this background in policy discussions and decision making can go into the halls of the legislature, the local Kiwanis Club, or anywhere else and discuss community college financing in a way that any audience will understand.

Because ultimately that is what we are all working for...a college whose functions and needs and benefits can be explained to the public in a way that makes that college's programs seem worthy of public support and of a student's time and money.

Yes, technicians must play a part in budget making and legislative budget analysts must have their say. But we must never, never reach the point where everyone is fighting over equations and we have all forgotten the policy decisions and the people we are in business to serve.

Technical Education for the 1980's

Don Pfeil, Trustee
Northeast Technical Community College
Norfolk, Nebraska

In 1860, Mary Shelley started writing a novel that is still popular more than 160 years later! The monster Frankenstein has lived in the dreams of almost everyone of us! Yet, we could take solace in the reality that comes on awakening from our fantasy and focusing on the familiar things of our world.

It is my contention that the Age of Frankenstein has moved from a fantasy of Mary Shelley's imagination to reality. We are now in the age of technology which has literally made it possible to create a real Frankenstein! Stop and think for a moment on the transplant surgery being done. It is possible to transplant kidneys and even the heart. We look on these things as common occurrences; yet they are fairly recent. It's even possible to re-attach severed limbs by modern medical practices. If this isn't enough, scientists may have succeeded with cloning. I submit to you, we have the technology at the moment to create our very own, real live Frankenstein!

Sometimes life's accelerated thrust seems to press us to the point of screaming for the world to slow down and let us catch up. The last twenty years has produced such a thrust in technology that the resultant changes stagger the imagination. Let's reflect for awhile the imperative need for our students to be able to adapt to these changes by planning now for "Technical Education for the 1980's."

Small/Rural Two-year Community Colleges in the '80's

Because of my background and experiences with a small rural technical community college, I can relate "Technical Education for the 80's" to the many rural community colleges of our nation. Northeast Technical Community College serves a 20 county area of approximately 180,000 population in Northeast Nebraska. Headcount enrollment in credit programs exceeds 1,450 and enrollment in non-credit Adult and Continuing Education exceeds 9,000 each year. This produces a full-time equivalent student enrollment in excess of 1,600. Our new campus is located in Norfolk, Nebraska and consists of 200 acres with 10 buildings.

I would like to give you some examples of changing technology as it relates to the rural community.

Twenty years ago or so the idea in rural America was that all we would need to do in the future would be to replace the "black box" and everything would be all right. But it has proved expensive to send equipment back to the large metropolitan areas for repair when the malfunction might only be a minor connection or some such disorder.

Now the trend is to ask the local repairman to work on complicated communication and farm equipment. Electronic microprocessor controlled appliances and machinery are becoming commonplace.

Energy shortages in rural America have grave consequences. Efforts are underway to make alcohol from farm products so we may become more independent in sources of fuel for tractors, trucks, cars, and other machinery. By-products of certain alternate

energy sources are also high in food value as livestock feeds and other by-products can permit us to return to more natural methods for farming. Solar grain drying is another possibility.

Employment in traditional agricultural jobs is expected to continue to decline through the mid-1980's as the trend toward fewer farm operators continues and, as farms become larger, the additional use of more and larger machinery makes it unnecessary to hire farm laborers. As the cost of farming increases, fewer individuals will be able to afford the initial investment needed to get started in farming, and the number of large corporate and partnership farms that employ more workers per farm will increase. Since these types of farms are usually operated by farm managers, employment of farm managers is expected to increase about as fast as the average for all occupations through the mid-1980's, and beginning would-be owner-operators may find opportunities as farm managers. These are obvious implications in planning community college curriculum for the 1980's.

Facilities for Technical Education in the Future

Technical education cannot lag behind technological advancement if it is to provide the social and economic services that our system of education demands. Dr. Maurice W. Roney, President of Texas State Technical Institute at Waco emphasized this point in the March, 1978 issue of *Industrial Education*. Roney presents some ideas concerning planning now for the facilities that will be needed for tomorrow.

1. "Systems" Orientation for Technicians

Technical Schools of the future undoubtedly will be more involved in teaching technical concepts and principles that have broad application and less commitment to certain highly specialized skills. We must cut across traditional lines of specialization and emphasize technical concepts and principles that have broad specialization.

a. Peter Drucker proposes the increasing need for an S.Q. (Skill Quotient) rather than I.Q. (Intelligence Quotient.) Drucker defined S.Q. as the ability to transfer ideas from one set of tools and materials to new sets of tools and materials.

b. Contiguous laboratories are recommended. Such an arrangement should provide close working relationships between core programs of technical concepts and related discrete technologies.

2. Modularized Teaching System with Greater Flexibility.

For instance, better ways are needed to teach elementary Physics concepts that utilize practical applications of the individual technology. The study of unified concepts can be learned by the student through direct application to related technology. The ultimate goal is teaching the technology — not Physics in and of itself.

3. Technical education needs to design facilities, programs and teaching materials that will accomplish interrelationship while retaining practical applications of modern technology that have always characterized good programs.

Materials Revolution

Pollution, politics, the energy crisis, and the space age all have affected materials use. Roy S. Klein of Western Michigan University authored a post-secondary textbook for teaching materials technology and he notes *three major social and political problems of the 1970's that will continue to impact education of the 1980's.*

1. The public demands for cleaner industrial processes with less pollution.

2. Political unrest in producer nations that tighten the supply of raw materials forcing substitute substance.

3. The energy crisis precipitated by the Arab Oil Boycott marked the end of cheap power and accelerated the search for lighter and stronger materials to promote fuel economy.

The education of trade apprenticeships and two-year technician training must adapt to this revolution.

Graduates must be prepared to deal routinely with a wide variety of materials. Frequent substitution will be commonplace, so graduates must appreciate the similarities as well as the differences in properties, behavior and processing of many materials.

Education must deal with these changes by providing students a framework for comparing new or competing materials. This will enable the student to:

1. understand why a particular item can be made of any one of several materials.

2. learn the various processes for forming different materials into their final configurations.

3. see the differences in in-service behavior of each material.

In this way you can guide your students through the revolution in the industrial use of materials.

It is up to us to determine whether this Age of Frankenstein will be a monster story; or one of peace where man's technology frees him to achieve a more harmonious society.

Evaluating Your President Objectively

James E. Seitz, President
Edison State Community College
Piqua, Ohio

As a trustee, you have been recognized as a person with qualities appropriate for board service in an important institution. You are to be complimented. Your appointment or election to that prestigious office is an honor.

But boardsmanship is not honorary. Much serious business and difficult work must take place, including the evaluation of your president.

For the first time in your life, you may be in a position to employ, evaluate, and terminate someone. If it's not your first time for that, probably never before have you held the fate of a chief executive at your discretion. Certainly, you are a rare individual if you have had any prior experience in the evaluation of a president of a college, which, if you don't realize it, presents conditions substantially different from those occurring in business, industrial, and secondary school settings.

Perhaps you feel totally unprepared in this important matter of presidential evaluation. Look about. You may take false comfort in the probability that your colleagues on the board are no better prepared.

How, then, do you proceed? I suggest the first rule of order is never to subject anyone, including your president, to any form of evaluation to which you yourself would not want to submit in similar circumstances. The rule sounds biblical, I'm sure. Be that as it may, I believe it is an extremely important ethic to observe.

Assume You're the President

Try to put yourself in the position of your president. Suppose you are the executive to be evaluated. What process would you prefer? Does it shake your confidence somewhat that you now report at one time to more bosses, the trustees, than you reported to individually throughout all your working years?

Let us assume for this scenario that your board is comprised of seven trustees, and they have these qualifications and characteristics: Two trustees are teachers in local schools. One school represented is unionized — a condition which you are known to reject in principle for educators. One trustee is a former office worker, one practices law, one is a business leader, another a farmer, and the seventh member a medical doctor.

As to other descriptions, one of the trustees is a disgruntled, would-be politician who has been defeated for every office sought but this one. Only two of your board members had ever before served on a public board of any kind. The two trustees newest to the board have served only three months each. One of the more experienced members seldom attends board meetings, and he often opposes your recommendations when he does attend. Two members had previously applied for employment at your college, which you denied to them because of their inferior backgrounds. Another member, now chairman of the board, at one time publicly opposed the passing of a needed tax levy for your community college.

To make matters even more interesting, the board is predominately of one political party, and the original board which hired you was of the opposite political persuasion, almost to the man. And, yes, you strongly suspect that the lone member continuing from the original board had opposed your appointment at the outset.

Nevertheless, you are confident about the excellent progress achieved by the college under your leadership. The record, you believe, will substantiate that. But your success has been marred somewhat. The general studies faculty recently lodged a bitter complaint against you in the public press for, as they put it, "ignoring" their input on a policy recommendation. The allegation evidently impressed some board members, for one conducted a "truth-finding" investigation. Actually, he visited in offices on campus behind closed doors, excluding yours. Since that time, you have had much difficulty trying to maintain the level of board support you previously enjoyed when presenting proposals.

(At this point, I offer a disclaimer: Any similarity of this contrived illustration to your situation or to mine, past or present, is purely coincidental and probably due to the broad commonality of occurrence of the incidents and conditions portrayed.)

The stage is set. Your contract is up for renewal or reconsideration, and an evaluation is to be conducted for that purpose. What form of evaluation would you want in the situation described? Your future, your family's future, and to an extent the future of the college may very well depend on it.

Avoid Subjectivity

In the situation given, or in any other for that matter, it is imperative for the president to receive an objective evaluation. The use of any rating method which largely depends on subjective judgments may be most unfair. Such methods are inherently open not only to the desired sound judgments of people but also to their uninformed opinions, questionable motives, aberrant whims, prejudices, and hearsay.

Trustees, of course, have a conscionable duty to be fair, but unfailing fairness cannot be considered one of man's universal qualities. While most people intend to be fair, the subjective approach typically places them in a position of responding to conditions for which they do not have all the facts for making judgments fairly.

Subjective rating methods of evaluation remain quite popular. Much of the popularity seems to stem from the ease with which rating scales can be administered and scored, as well as the limited effort needed by the rater in recording his perceptions. Therein lies an important weakness. The reliability of the rater's perceptions becomes as much a valid concern as the score received by the person evaluated. The propensity of an observer to perceive a subject differently at times, and according to circumstances which are unrelated to and independent of the subject perceived, is a phenomenon well documented. One's own background of experiences can make a considerable difference in the recording of perceptions, to say nothing of the relevance or ambiguity of the statements sometimes included in rating instruments.

A variety of different methods and techniques of evaluation are in use today. The personal traits rating procedures already mentioned, social characteristics check lists, descriptive essay forms, critical incidents records, and structured group or individual interview techniques are some of the common ones. They are mostly representative of evaluation at its subjective best. The team evaluation method has much merit, but the difficulty is to engage a completely impartial team of experts who can apply it knowledgeably to a presidential evaluation, at least at moderate cost.

In addition to the problems previously cited,

a major concern with the procedures commonly used is that many are narrowly based on human relations criteria with provisions for evaluation by subordinates. The acceptance of the social or human relations approach is partly the result of some educational theorists having advanced their ideas about the evaluation process without having been in a position of managerial responsibility to know what emphasis is important. *Getting along with everyone* and *being liked* have gained more importance in some quarters than attaining institutional progress and organizational quality — the primary matters for which the chief executive is responsible.

A Compelling Syllogism

Some theorists espouse a compelling syllogism. It goes this way: Administration is a social function; college presidents are administrators; therefore, college presidents must be appraised in terms of their social interaction.

The shortcoming of that reasoning has been sadly demonstrated by a college president who did all possible to compensate faculty at the highest level because, he rationalized, "a well-paid faculty is a happy faculty." The strong support of faculty and staff was evidence of the way this president implemented (and overextended) his philosophy. His trustees also thought they had a *gem* of a leader, considering the obviously good rapport he had established. All went along beautifully for several years, and he consistently received high marks from his subordinates on leadership ability, that is, until one year when the accumulated effect of his folly left the college's budget hundreds of thousands of dollars in the red, with nothing in reserve to pay the bill. Undoubtedly, this president's popularity quickly declined. Not only he but many other employees lost their jobs. The irony of the situation was that this president's unnoticed and unattended poor management skills perpetrated one of the dirtiest human relations tricks of all — the unnecessary loss of jobs and employment.

Several points may be drawn from this true case: (1) There is much more to administration than just concern about social interaction, (2) subordinate evaluations may not truly reflect the chief executive's administrative and managerial abilities or worth, (3) a board would be advised to tie presidential evaluation to presidential responsibilities, rather than to a system which harbors elements of a popularity contest, and (4) the evaluation should serve not only to identify executive strengths and weaknesses but also as a basis for correcting troublesome areas.

The Subordinate Perception Syndrome

Many of the executive's responsible actions and important activities simply are not visible within the college community. Those entrapped in the subordinate perception syndrome would do well to recognize that fact.

Faculty and staff are ordinarily too far removed from the inter-workings of the president's office to have more than an iota of a notion as to how effective the leadership is with the legislature, the many governmental bureaucracies, and the board of trustees. Neither can they know the alternative choices available and the lengthy behind-the-scenes foundation work on which progressive leadership, long-range planning, and future developments depend. They can only offer perceptions, and probably very poor ones at that.

Besides, it seems to be the great American Pastime to concentrate on telling the other fellow, after the fact, where he was wrong. Public officials everywhere can attest to that.

If trustees insist on having their president rated by his subordinates (anonymously, of course), then they should be willing to be evaluated the same way. Very likely, if the practice of employee evaluation of boards

became wide-spread, there would be many more resignations among trustees than now occurs. That result may be good in some instances, but in the long run I think it would be detrimental to leadership effectiveness. Some trustees already react too sensitively to the attitudes of faculty and staff toward them. Trustees should not be emotionally influenced in their judgments.

The executive officer must also be free from coercive or subtle pressures to please. His personal traits may be perceived to be above reproach, and the process of working with subordinates may be viewed as eminently performed, yet both may occur in a way dysfunctional to the organization.

The classic example is the executive who, for the sake of harmony and popular support, fails to hold subordinates strictly accountable. Perhaps he does not even require written job descriptions, but most assuredly he never dismisses anyone, no matter how incompetent some may be. He will virtually sacrifice the vitality and quality of the institution in order to avoid the controversy sometimes attendant to waking up a lethargic crew. What this portrays is a pathetic situation, the likes of which have been allowed to continue all too often in education. The use of evaluations by subordinates can serve to perpetuate such conditions.

The consumer theory of evaluation, like the subordinate theory, has been proposed as a means of performance evaluation. It, too, has severe limitations. Imagine how students would rate their administrators who had recommended dismissal for conduct of a very popular student leader or the banishment of the widely-supported student paper for promulgating lewdness and obscenities. The perceptions would probably be no more favorable or valid at that time than would the rating of a president by faculty where the adversarial atmosphere of collective bargaining is fomenting. None but the most naive persons would expect a consistently unbiased, reliable evaluation from such sources. Neither will informed boards solicit or accept appraisals from such sources, even when foisted upon them.

Insist on Objectivity

Trustees, also, must avoid the vagaries of evaluation by perception on their part. Results, not feelings, not perceptions of human interaction, social traits, or leadership style, are the basis for measuring institutional progress and executive effectiveness. The responsibility shared with the board relative to attaining the institution's mission and goals becomes the proper area for executive appraisal.

A college president, as with other employees, should be given an evaluation based systematically and objectively on performance and results achieved according to predefined duties. If necessary, he should *insist* on an objective performance evaluation. The president who would be denied the privilege might do one of two things: (1) resign or (2) ask the trustees to resign, while recognizing that invoking the second option would be tantamount to doing the first.

The evaluation of a college president is serious business, of course, but boards evidently too often have evaluated no more carefully than does the man in the street. Some have been satisfied to give off-the-cuff, gut-level, or hunch assessments. Others have been known to undertake no real evaluation at all until some crisis occurred on campus, at which time the president was called on the carpet. Investigation and clandestine evaluation have also been substituted for systematic evaluation and firm support at the first sign of a power play against the president. The reported occurrences of that nature are unfortunately extensive, and their handling extensively unfortunate.

The college president who today fails to

insist that a formal, objective evaluation procedure be implemented is flirting with catastrophe. The general absence of a carefully designed, reliable system of review which sets out board expectations and provides for executive improvement in needed areas, probably more than anything else, has been the underlying cause of the high rate of turnover among chief executive officers in colleges. Apparently few boards have been educated to the need and to the procedure for evaluating more effectively.

Executive Needs

The chief executive needs a comprehensive evaluation plan to work by if he is to be free from constraints of the uncertain, have peace of mind necessary for best productivity and leadership, appreciate all the board considers to be important, be given credit for strengths as well as shortcomings, and know in what areas to direct conscientious effort for achieving progress and self-improvement. The plan should be endorsed by the full board. It is one of the executive's greatest needs.

For the sake of institutional progress, a president needs a board which has confidence in him and a board in which he has confidence. He cannot work effectively otherwise.

One of the best means of developing a sound board-president relationship is a written document specifying the details of *everything* to be considered by the board in assessing the president's performance. Properly done, both parties build confidence and respect each other. The document becomes, in effect, a contract of understanding which each party has an obligation to follow. The president knows exactly what is expected of him, as there is no leeway for suprises, and the board can see results measured against specific expectations and standards. Moreover, the written document provides for continuity of expectations, which is particularly important for the president at times of turnover and replacement in the board's membership.

The community college president needs trustees who understand the unique leadership role he must fill and who will evaluate in that light. Countervailing pressures represented by faculty, staff, students, community groups — and, yes, trustees — continually impinge upon and affect the executive's performance and decisions. Thus a president must be a risk taker who has courage to act alone, if need be. (As the caption read to a picture which James B. Conant, former president of Harvard, kept in his office: "Behold the turtle: He makes progress *only* with his neck out.") Trustees must understand the nature, the subtleties, of the executive's position so that when he acts alone they will allow for an occasional mistake and provide the continual backing needed.

A mutually designed, discussed, and reviewed, objective job performance evaluation instrument can do much to foster the necessary understanding of the president's role and responsibilities. It will protect against taking spurious action for a single error, but it will also indicate when gross or repeated mismanagement occurs.

Objective Appraisal

What constitutes an objective appraisal? The president of Seagull Enterprises, writing in *Supervisory Management*, states the first requisite: "The criteria must be based on reliable, valid, observable, measurable elements in the job itself, not on subjective judgments or personal biases on the part of the person doing the appraising."[1] The job description is the foundation. It must exist in terms defining the job's specific responsibilities and levels of authority as agreed to by president and board. Around it are built standards of performance.

Second, the criteria of the appraisal and the standards of performance, more properly

called *standards of expectation*, should be established by board and president mutually. These criteria and standards should be drawn up before the period of work begins on which the evaluation will be based. Both parties then know what is expected from the outset.

Third, it is important to express the criteria and standards in measurable terms as related to results and expected outcomes. The appraisal document should take into account the quantity and quality of the work, the amount of time needed for completions, and give some indication of how the achievement of objectives will lead to improvement over existing conditions.

The fourth element of the system which needs to be stressed is the mutual relationship involved. Both the document and the actual appraisal review should be the cooperative work of board, or board committee, and the chief executive. That practice will do much to develop mutual trust and understanding, the expertise of both will be utilized, and the opportunities for obtaining performance improvement while reducing stress are increased.

The process could begin with the president. Noting each line-item in his position description, he can develop a set of objectives and standards for the evaluation period ahead. (Annual evaluation periods may be used, but a board may prefer to relate the length of period to the contract renewal date, especially if the president is given a multi-year contract.) Some items in the description will have a single objective. Others will have many. The final number may depend on just what he and the board agree to as areas needing emphasis.

By relating the evaluation to the position description, the president will be judged to some extent on institutional results not totally dependent upon his actions alone. That is to be expected. Presidents should be charged with leadership for the progress and viability of the college. Maintaining a balanced budget, increasing enrollment by five percent, or reducing student attrition by ten percent are examples of possible institutional goals on which the president's performance might be partly judged.

On occasion, a trustee will want to include a topic for evaluation in the document which is not stated as a duty in the president's position description. It is then necessary to decide if the topic is an appropriate one for evaluating the president. If it is, some statement of responsibility should be added to his description of duties. Bear in mind: A president needs a complete job description so he will know what he is expected to do, and he needs a complete evaluation document so he will know how well he is expected to do it.

The Instrument

One workable approach to objective evaluation is to set up a document in four columns, as follows:

Column I: Responsibilities
These are statements based precisely on each line-item in the job description.

Column II: Activities
Statements are listed of one or more specific things to be done in relation to each responsibility listed in Column I.

Column III: Desired Performance
For each activity listed in Column II, one or more statements which indicate the level of performance to be achieved for satisfactory performance are given. Each of these statements, insofar as practicable, should be given in measurable, results-oriented, quantifiable terms. Product statements, as opposed to process statements, are preferred.

Column IV: Actual Performance
This column is completed at the time of evaluation. The president will usually have to document the performance achieved and

share the facts with the board.

As an example of how the instrument is developed, consider the item in a president's job description which assigns responsibility for providing administrative leadership. One of the activities for that responsibility, which would be listed in Column II, might be to develop the deans' management skills. A performance standard (Column III) for that activity might read: "The deans will participate annually in four work sessions on Management for Results as conducted by the president." A more results-oriented companion performance standard might read: "By the end of the year, each dean will have completed an acceptable, detailed plan for implementing a management improvement program for the mid-management employees supervised." Note in this example the objectivity, the measurability, and the chances for management improvement by defining a specific leadership activity for the president.

Compare that with this statement: "Inspires subordinates to independent creative work," which is one of the three "subordinate perception" statements on administrative leadership included in a popular rating instrument.[2] Are we to believe every subordinate is capable of independent creative work, can be inspired to it, or will give credit for the inspiration when provided whether or not any *independent* creative work occurs? I leave that statement and its inherent nonsense for your analysis. You can undoubtedly detect other problems with it.

When comparing actual performance with that desired on the objective instrument, the board may want to apply some means of scoring each item. A scale of "1" to "5" might be used for that purpose, with "performance above expectations" at one end of the scale and "does not meet expectations" at the other. In any case, it is advisable to prioritize activities according to their relative importance.

The accountability required in the objective method should be a welcome relief to those who are concerned about the inadequacies of traits scales, the vagaries of subordinate ratings, or the general lack of concern for measuring results factually as in many evaluation instruments. Presidents, particularly, should welcome this approach. Trustees are frequently impressed when they observe the evidence of all that their executive officer has accomplished in a given period.

The method explained certainly requires much more time and effort than the simple check-off opinionnaire approach. For that reason, it will not be favorably received by all presidents and boards. The least receptivity will probably occur among persons afflicted with subanococcygeal plumbism, that is, a disease debilitating to action, sometimes commonly referred to as *lead in the buttocks*.

1. Williamson, Denny, "A Primer On Performance Appraisals," *Supervisory Management*, AMACOM, (Vol. 24, June 1979), pp. 35-7.

2. Remmers, H.H. and Hobson, R. L., "The Purdue Rating Scale for Administrators and Executives," The Purdue Research Foundation, Purdue University, Lafayette, Indiana, 1950.

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Educational Priorities for the 80's: The Trustee's Perspective

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BACKGROUND

A New Mission for Community Colleges

As products of the twentieth century, community and junior colleges comprise the backbone of the postsecondary education enterprise. With a network of more than 1250 institutions serving in excess of five million students annually, community colleges have grown in both popularity and complexity.

Initially, the mission of these developing institutions was clear: to provide the first two years of baccalaureate study. The student population was generally comprised of high school graduates, the average age ranging from 18-20, with men outnumbering women two to one. Drawing its students from middle America, a homogenity among the student population was evident, thus influencing the scope of programs which were offered.

With time there emerged a new calling for the two-year institution. The increased emphasis placed on technology during the 1950s and 1960s, along with the demand to make educational programs and services at the postsecondary level available to minority, financially disadvantaged, and other Americans who had traditionally been ignored by the higher education community created new demands. There was a need to become more comprehensive, flexible, and responsive. Where the mission was relatively simple and clear in the early days, suddenly there emerged a new and broadened purpose. The community college had gradually undergone a transformation to the point where it became many things to many people. For some it remained the principal route to the upper division university and the baccalaureate degree, for others it meant developing marketable skills in vocational/technical areas, while for still others it meant skill upgrading, pursuing special interests, filling increased leisure time, or preparing for new career fields. More and more, adults were turning to the community college for guidance, assistance, and training. Indeed, the community college had become an institution of lifelong learning for many communities.

Today the average age of community college students is 28-30. Women comprise almost 60% of the student population and the general trend is to attend school on a part-time basis with frequent "stopping-out." The latter, when combined with the significant increase of students in need of remedial and compensatory education and the swelling of students from minority and disadvantaged backgrounds, has caused the community college practitioner to pause, reflect, and decide how best to meet the needs of this new clientele.

In order to meet the diverse needs of its growing constituency in the most effective and efficient manner possible, community college leaders have become increasingly cognizant of, and sensitive to, the need to engage in sound educational planning. Factors both within and external to the institution suggest that unless steps are taken to clearly identify and prioritize institutional goals and objectives, the likelihood of eroding the solid educational base developed over the years is a certainty.

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Trustees: A Critical Role

Charged with representing the public, boards of trustees are being called upon to perform an important duty. Upon their shoulders ultimately rests the educational viability of the institutions they serve. As the principal policy makers, it is their responsibility to ensure that the community college with which they are affiliated offers students and community members the opportunities and experiences they expect and to which they are entitled.

Comprised generally of lay people, trustees in concert with top-level management must clearly define each other's areas of responsibility. For certain, both must be concerned that the institution is meeting the expressed needs of the local community. In this regard, trustees will look to the educational planning process as one vehicle to help ensure that management: (1) is clear in its direction; (2) has investigated the alternatives to goal attainment; (3) has considered relevant factors operative in the environment; and, (4) is aware of appropriate evaluation measures.

Educational Planning Process

Planning is a relatively simple concept and process and yet it is nevertheless an uncommon practice within many community/junior colleges. Beginning with the reaffirmation of the college's philosophy, educational planners will evaluate the viability of the mission statement which directs the overall purpose of the institution. It is critical that the mission(s) be thoroughly agreed upon and understood by all who associate themselves with the college.

The identification and prioritization of goals and objectives, respectively, are pivotal in the planning process. From goals emanate measurable objectives which ultimately form the heart of the institution's educational plan. Goals, although generally broad in nature, provide the overall focus for activities to be carried out by college management, faculty, and staff.

As strategies for goal/objective attainment are identified and alternatives considered in terms of improving effectiveness and efficiency of operation, educational forecasting assumes a significant role. The need to identify existing, as well as project future internal and external factors which impact upon the operation of the colleges, will need to be addressed and acted upon. No plan would be complete without the establishment of "benchmarks" to aid in determining the incremental progress being made toward goal attainment. In the final analysis, evaluation devices must be established which when applied, help determine the degree of success relative to earlier agreed upon goals.

Until recently, most planners in education and business were able to plan the future by picking a trend and "riding it." Today the number and diversity of variables has increased faster than the number of constants. Trustees and the college's management team must work together to develop a systematic planning program. Future changes must be anticipated, organizational priorities established, and resources appropriately allocated. The benefits and results of planning are many, observes one community college president: "resolution of conflicts between competing interests; increase in individual and group commitment; more effective decision-making; improved communication and team-building; increased awareness of results and outcomes; development of goal-orientation; collaborative relationships; integration of resources and increased productivity; enhanced ability to cope with reality; and creation of standards against which to measure results."

Pitfalls in Planning

To avoid the pitfalls of planning, trustees would do well to consider the following:

- planning is an ongoing process
- outcomes must be related to incomes
- planning must be an integral part of the educational process

- plans must be tailored to institutional capabilities and interests
- people must be involved in the planning process
- planning is intended to achieve results
- plans must be flexible to accommodate change
- plans developed too late are of little value
- for top management involvement, planning is more critical than in many operational matters
- sound planning is dependent upon an adequate supply of quality data

INVESTIGATION

Strategy for Identifying Goals

It is an accepted reality that trustees should be involved in educational planning by virtue of their charge from the people. Accordingly, the authors felt that it would be valuable to identify those goals trustees felt should be pursued by management and staff. An institution's "goals structure" can be said to be determined when some level of consensus has been reached through a process that is both democratic and participatory. Goals must be developed which accommodate the needs of diverse constituencies and respond to changing and conflicting societal demands.

In order to identify and prioritize institutional goals as perceived by trustees, the survey instrument selected by the authors for use was the newly designed (Spring 1979) Community College Institutional Goals Inventory (CCIGI) developed by the Educational Testing Service. The authors played a significant role in the design and subsequent pilot implementation of this instrument.

The inventory is composed of 90 goal statements - statements which attempt to conceptualize, in a meaningful way, the spectrum of goals of American community and junior colleges for the 1980s - divided into twenty areas. There are four statements per goal area with ten categorized under the rubric "miscellaneous." The 20 goal statements are divided into thirteen outcome goals and seven process goals. Outcome goals are ends the college seeks to realize and are eventually translated into precise, measurable objectives. Goals of a supportive nature (process), when attained, facilitate reaching the outcome goals. Essentially, they are intended to optimize previously identified outcome goals.

For each of the goal statements appearing in the inventory booklet, the respondents are asked to check the degree of importance for the institution on a five point scale. In addition, they are asked to respond to the statements both in terms of perceived existing goals and goal preferences ("is" and "should be").

Three of the most important features of the CCIGI are: (1) there is space provided for rating up to 20 additional statements written by local campus people to cover goals of special relevance to the institution and not included in the inventory; (2) an institution can determine the goal opinions of up to five different groups (e.g., students, faculty, administrators, community personnel, and staff); and, (3) institutions in a consortium, for example, could combine their data for analysis so long as similar keying techniques were followed.

Population and Sample

The population in this investigation consisted of all trustees (N=3,850) affiliated with community/junior colleges and technical institutes holding membership in the Association of Community College Trustees (ACCT) as of March, 1979.

From this population a random sample of 250 trustees was asked to respond to the CCIGI. Eighty-three (33%) inventories were returned and considered usable.

Findings

Table 1 presents goal areas summaries for total group rank ordered by "is" and

"should be" means and discrepancy factors. It is evident that trustees believe vocational/technical preparation "is" and "should be" the principal thrust of community colleges. The high degree of concern for accountability and effective management within the institution is not surprising. It is not unexpected that trustees should reveal little concern for social criticism, cultural/aesthetic awareness, and freedom. It is important, however, to note that trustees believe considerably more attention needs to be directed at the area of college community. In terms of discrepancy between what "is" and "should be" a goal of the college, it is ranked as number one. Thus trustees are suggesting management needs to be more attentive to this area. The data clearly reveals that in each of the twenty goal areas a greater effort needs to be effected. Of particular concern are the areas of humanism/altruism, intellectual orientation, personal development, and intellectual environment.

Table 1. Goal Area Summaries for Total Group Rank Ordered by "Is" and "Should Be" Means and Discrepancy Factors (N=83)

GOAL AREAS	"Is"		"Should Be"		Discrepancy*	
	Mean	Rank	Mean	Rank	Mean	Rank
Outcome Goals						
General Education	3.65	4	4.09	5	+ .44	11
Intellectual Orientation	3.33	11	4.05	6	+ .72	3
Lifelong Learning	3.55	6	4.02	9	+ .47	9
Cultural/Aesthetic Awareness	2.58	19	3.08	19	+ .50	8
Personal Development	3.19	13	3.85	12	+ .66	4
Humanism/Altruism	2.80	18	3.55	15	+ .75	2
Vocational/Technical Preparation	4.02	1	4.39	1	+ .37	15
Developmental/Remedial Preparation	3.46	8	4.03	8	+ .57	6
Community Services	3.15	14	3.56	14	+ .41	12
Intellectual Environment	3.14	15	3.72	13	+ .58	5
Innovation	3.08	17	3.47	16	+ .39	13
College Community	3.36	10	4.19	2	+ .83	1
Social Criticism	2.35	20	2.73	20	+ .38	14
Process Goals						
Counseling and Advising	3.49	7	3.96	10	+ .47	10
Student Services	3.29	12	3.46	17	+ .17	17
Faculty/Staff Development	3.38	9	3.90	11	+ .52	7
Freedom	3.11	16	3.16	18	+ .05	18
Accessibility	3.86	2	4.04	7	+ .18	16
Effective Management	3.64	5	4.16	4	+ .52	7
Accountability	3.70	3	4.17	3	+ .47	10

*"Should Be" mean minus "Is" mean

In reviewing Table 2, goal statements with "should be" means greater than 4.0 rank ordered by total group, several key observations can be made. High priority is given to ensuring that students acquire knowledge and skills that will enable them to live effectively in society (#9). Statement #12, to ensure that students who graduate have achieved some level of reading, writing, and mathematics competency, reinforces that concern.

Throughout this table can be seen the concern trustees have for providing educational services to students of all ages which enable them to develop marketable skills. The data presented in Table 2 clearly reveals that boards feel their institution should be organized for systematic short- and long-range planning (#75, ranked 5th) and that management maintain a consistent and appropriate method of evaluating faculty performance (#49, ranked 5th). The emphasis on planning is further evidenced in goal statement #78, to engage in systematic evaluation of all college programs; #83, to monitor the efficiency with which college operations are conducted; #81, to regularly provide evidence that the institution is actually achieving its stated goals; and #97, to allocate funds in accordance with priorities to meet the established college goals.

Just as trustees are concerned about the professional development of college faculty and staff, #46, they are, to an even greater extent, concerned that governing board members should obtain and continue to update their own tools of boardmanship, #107. Each of the 46 goal statements appearing in this table are viewed as "of high importance" within the community college.

It is interesting to note that at Brevard Community College, Cocoa, Florida, 491 respondents to the goals inventory (the sample was comprised of students, faculty, administrators, local residents, and trustees) identified the same four goal statements, among the top five appearing in Table 2: #26, #9, #11, and #12.

Table 2: Goal Statements with "Should Be" means greater than 4.0 Rank Ordered by Total Group (N = 83)

Goal Statement	"Should Be" Mean	Rank
26. To provide opportunities for students to prepare for specific vocational/ technical careers, such as accounting, air conditioning and refrigeration, and nursing	4.57	1
9. To ensure that students acquire knowledge and skills that will enable them to live effectively in society	4.54	2
11. To be committed as a college to providing learning opportunities to adults of all ages	4.50	3
12. To ensure that students who graduate have achieved some level of reading, writing, and mathematics competency	4.43	4
75. To be organized for systematic short-and long-range planning for the whole institution	4.40	5
49. To maintain a consistent and appropriate method of evaluating faculty performance	4.40	5
36. To provide opportunities for individuals to update or upgrade present job skills	4.38	6
78. To engage in systematic evaluation of all college programs	4.37	7

Goal Statement	"Should Be" Mean	"Should Be" Rank
65. To maintain a climate of mutual trust and respect among students, faculty, and administrators	4.36	8
67. To maintain costs to students at a level such that no community resident will be denied attendance because of financial need	4.36	8
38. To provide retraining opportunities for individuals who wish to qualify for new careers or acquire new job skills	4.34	9
98. To work with local government and industry to determine job skills and employment opportunities	4.32	10
27. To identify and assess basic skills levels and then counsel students relative to their needs	4.30	11
86. To maintain high standards of academic performance throughout the institution	4.29	12
30. To offer educational programs geared to new and emerging career fields	4.28	13
63. To create an institution known in the community as an intellectually exciting and stimulating place	4.28	13
83. To monitor the efficiency with which college operations are conducted	4.28	13
71. To promote cooperation among community organizations such as local schools, citizens, and industry to make the best use of educational resources	4.27	14
56. To maintain a climate in which faculty commitment to the goals and well-being of the institution is as strong as commitment to professional careers	4.26	15
81. To regularly provide evidence that the institution is actually achieving its stated goals	4.26	15
59. To maintain a climate in which communication through-out the organizational structure is open and candid	4.25	16
101. To clearly define the role and responsibilities of all employees within the college community	4.25	16
8. To instill in students a commitment to lifelong learning	4.24	17
31. To ensure that students who complete developmental programs have achieved appropriate reading, writing, and mathematics competencies	4.23	18
44. To provide career counseling services for students	4.23	18
87. To be accountable to funding sources for the effectiveness of college programs	4.23	18
70. To offer programs at off-campus locations and at times that are convenient for adults in the community	4.22	19
107. To promote the idea that governing board members should obtain and continue to update their own tools of boardmanship	4.20	20
97. To allocate funds in accordance with priorities to meet the established college goals	4.18	21
5. To increase the desire and ability of students to undertake self-directed learning	4.16	22
3. To provide courses without credit that allow community residents to pursue vocational, cultural, and social interests	4.16	22
93. To make available the best in educational equipment, teaching facilities, and learning resources	4.16	22

Goal Statement	"Should Be" Mean	Rank
77. To move to or maintain a policy of essentially open admissions, and then to develop worthwhile educational experiences for all who are admitted	4.15	23
18. To help students develop a sense of self-worth, self-confidence, and self-direction	4.14	24
2. To teach students methods of inquiry, research, and problem definition and solution	4.12	25
80. To include local citizens in planning college programs that will affect the local community	4.11	26
46. To provide opportunities for professional development of faculty and staff through attendance at special seminars, workshops, or training programs	4.10	27
109. To encourage a strong public relations effort on the part of the governing board and all employees of the college	4.09	28
15. To help students identify their personal goals and develop means of achieving them	4.07	29
82. To create a climate in which systematic evaluation of college programs is accepted as an institutional way of life	4.06	30
1. To help students begin to acquire knowledge in depth in at least one discipline area	4.05	31
50. To provide academic advising services for students	4.04	32
4. To ensure that students acquire a basic knowledge of communications, the humanities, social sciences, mathematics, and natural sciences	4.02	33
68. To involve individuals with appropriate expertise in making important campus decisions	4.02	33
10. To instill in students a capacity for openness to new ideas and ways of thinking	4.01	34
43. To commit institutional resources to faculty and staff development activities designed to improve instructional and support services	4.00	35

Goal statements with discrepancy factors ("should be" mean minus "is" mean) of .50 or greater rank ordered by total group is presented in Table 3. Three goals reflect a discrepancy greater than 1.0: to instill in students a commitment to lifelong learning, #8; to maintain a consistent and appropriate method of evaluating faculty performance, #49; and, to maintain a climate in which faculty commitment to the goals and well-being of the institution is as strong as commitment to professional careers, #56. There is an overriding concern among trustees to provide students with a quality learning environment and a variety of enriching experiences. Their sensitivity to educational accountability, planning, delivery systems, and quality communication is evident throughout Table 3.

It is important to note that the goal statements appearing in Table 3, which are preceded by a double asterisk, also appear in Table 2 as among the most important goals which community colleges should pursue. Essentially, trustees believe these twenty-three goals not only should be of top priority, but also those for which the college has the greatest distance to achieve.

Table 3: Goal Statements with Discrepancy Factors of .50 or Greater Rank Ordered by Total Group (N = 83)

GOAL STATEMENT	Discrepancy* Factor	Rank
** 8. To instill in students a commitment to lifelong learning	+ 1.07	1
**49. To maintain a consistent and appropriate method of evaluating faculty performance	+ 1.07	1
**56. To maintain a climate in which faculty commitment to the goals and well-being of the institution is as strong as commitment to professional careers	+ 1.05	2
59. To maintain a climate in which communication throughout the organizational structure is open and candid	+ .96	3
16. To help students understand and assess the important moral issues of our time	+ .95	4
25. To encourage students to have an active concern for the general welfare of their communities	+ .84	5
**65. To maintain a climate of mutual trust and respect among students, faculty, and administrators	+ .81	6
** 5. To increase the desire and ability of students to undertake self-directed learning	+ 80	7
**10. To instill in students a capacity for openness to new ideas and ways of thinking	+ .77	8
24. To help students to be open, honest, and trusting in their relationships with others	+ .76	9
**12. To ensure that students who graduate have achieved some level of reading, writing, and mathematics competency	+ .74	10
7. To develop students' ability to synthesize knowledge from a variety of sources	+ .72	11
**83. To monitor the efficiency with which college operations are conducted	+ .72	11
22. To encourage students to become committed to working for peace in the world	+ .71	12
**63. To create an institution known in the community as an intellectually exciting and stimulating place	+ .71	12
** 9. To ensure that students acquire knowledge and skills that will enable them to live effectively in society	+ .70	13
18. To help students develop a sense of self-worth, self-confidence, and self-direction	+ .70	13
**75. To be organized for systematic short- and long-range planning for the whole institution	+ .70	13
**31. To ensure that students who complete developmental programs have achieved appropriate reading, writing, and mathematics competencies	+ .69	14
**78. To engage in systematic evaluation of all college programs	+ .68	15
**107. To promote the idea that governing board members should obtain and continue to update their own tools of boardmanship	+ .68	15
57. To create a climate in which students and faculty may easily come together for informal discussions of ideas and mutual interests	+ .67	16

	Discrepancy* Factor	Rank
** 4. To ensure that students acquire a basic knowledge of communications, the humanities, social sciences, mathematics, and natural sciences	+ .61	17
** 2. To teach students methods of inquiry, research, and problem definition and solution	+ .61	17
**15. To help students identify their personal goals and develop means of achieving them	+ .61	17
**81. To regularly provide evidence that the institution is actually achieving its stated goals	+ .61	17
55. To build a climate at the college in which continuous educational innovation is accepted as an institutional way of life	+ .60	18
32. To offer alternative developmental programs that recognize different learning styles and rates	+ .59	19
54. To create a campus climate in which students spend much of their free time in intellectual and cultural activities	+ .59	19
17. To encourage students to elect courses in the humanities or arts beyond the required course work	+ .57	20
21. To help students achieve deeper levels of self-understanding	+ .56	21
**50. To provide academic advising services for students	+ .55	22
**82. To create a climate in which systematic evaluation of college programs is accepted as an institutional way of life	+ .55	22
34. To convene or conduct community forums on topical issues such as conservation of energy, crime prevention, and community renewal	+ .54	23
23. To acquaint students with forms of artistic or literary expression from non-Western cultures, such as African or Asian	+ .53	24
**27. To identify and assess basic skills levels and then counsel students relative to their needs	+ .53	24
**44. To provide career counseling services for students	+ .52	25
92. To implement a management information system which utilizes the latest techniques of management	+ .52	25
30. To offer educational programs geared to new and emerging career fields	+ .51	26
**109. To encourage a strong public relations effort on the part of the governing board and all employees of the college	+ .50	27

*"Should Be" mean minus "Is" mean
**Among the most important goals in Table 2.

The last Table, number 4, is presented because it may be of special interest to professional trustee organizations such as ACCT. As mentioned earlier, the goals inventory can accommodate up to twenty locally prepared statements. Although the majority (N=14) of these statements were prepared by the researchers, six were suggested by the executive staff of ACCT. Table 4 contains those six statements rank ordered by "is" and "should be" means and discrepancy factors for the total group.

It is quite evident that trustees believe greater effort should be made to encourage board members to update their skills of boardmanship, #107. Equally apparent is the concern of trustees that less attention should be directed at supporting state laws which would provide for the addition of a

student trustee to serve on a governing board, #108. Board members are of the opinion that the present emphasis placed upon belonging to state and national governing board associations is about right. It is not surprising that respondents to the inventory are interested in effecting a strong public relations effort between the board and the college community when considering their expanded role in the affairs of the college.

Table 4: Six Local Goal Statements Rank Ordered by "Is" and "Should Be" Means and Discrepancy Factors for the Total Group (N=83)

GOAL STATEMENT	"Is"		"Should Be"		Discrepancy*	
	Mean	Rank	Mean	Rank	Mean	Rank
105. To belong to a state governing board association	3.74	1	3.83	3	+ .09	4
106. To belong to a national governing board association	3.53	3	3.59	4	+ .06	5
107. To promote the idea that governing board members should obtain and continue to update their own tools of boardmanship	3.52	4	4.20	1	+ .68	1
108. To support a state law that provides for the addition of a student trustee to serve on the governing board	2.05	6	1.98	6	- .07	6
109. To encourage a strong public relations effort on the part of the governing board and all employees of the college	3.57	2	4.07	2	+ .50	2
110. To support the concept that unionism among public employees is not in the best interest of either the employees or the students	2.86	5	3.16	5	+ .30	3

* "Is" mean minus "Should Be" mean

CONCLUDING OBSERVATIONS

In this study, trustees are clear in their message. They view planning as a critical function and they have made known their educational priorities for the coming decade. In general, few surprises emerged. Board members appear unanimous in their concern that community colleges provide their service areas with a sound, basic educational program which will prepare citizens to live in a world which is undergoing rapid change. The emphasis should be on vocational and technical education. Trustees are sensitive that high standards of institutional accountability, effective management, and quality teaching be maintained and expanded. There has emerged a genuine concern for the overall attitude of the college constituency toward the operation of the college. Trustees recognize the quality of educational programs and services offered citizens is directly influenced by the degree of cooperation, commitment, interaction,

and involvement of faculty, management, staff, and trustees which prevails within the institution. There are, of course, factors operative in the micro- and macro-environment which will challenge the united effort necessary to ensure this "community esprit de corps."

Perhaps most important is the emergence among trustees of an effort to concern themselves more with the fine details of the educational process. Inventory responses suggest a heightened interest on the part of trustees to be kept informed of progress being made in critical areas. Although falling short of becoming excessively involved in the administration of the institution, they want the opportunity to review, react to, and influence decisions heretofore left to the chief executive officer and his/her management team.

A final note. At the time of this writing, the authors were involved in providing technical assistance to educational leaders in India and Kenya. Emerging from this experience was the realization that the goals identified by trustees as being of principal importance are shared by two sister nations quite different from the United States. What remains to be done at home is the continued investigation of strategies and accumulation of resources necessary to ensure the successful attainment of these goals. In so doing, community colleges offer students a sound educational experience to help them survive and prosper in an increasingly interdependent world.

Trustees and Development

M. L. Preis, Trustee
Harford Community College
Bel Air, Maryland
Director of Development, Loyola High School
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Development begins when an institution takes a good look at itself, assesses what it sees and decides either where it wants to go or how it wants to be in the future. How it actually becomes what it wants is the process of development; the capturing of the financial and moral support needed to achieve its goals.

It is a long process; it never ends, in fact, while an institution is alive. It involves far more than fund raising, which has become a limiting euphemism for development. Development encompasses everything about an institution and its public face - from publicity, publications and public relations to student recruitment, long range planning and, inevitably usually, fund raising for both the long and short term.

Schools do not develop automatically. Trustees are the nurturers who tend and guide them. It is they who must convince many important others - potential students, political leaders, foundations, benefactors, alumni - that their institution deserves support. They must build and strengthen trust in their colleges and this is no passive assignment. As circumstances in schools and in society shift, so responses must follow the changes.

The trustees' role in development, that is, giving to an institution in a variety of ways and getting support for it from many sectors, is a central but often an uncomfortable role for a trustee. Most trustees are not bashful but they are often unaccustomed to selling their schools.

Becoming comfortable with the duties of development takes some prudence, some patience but more practice than anything. It's best for all trustees to work together with the administration at the beginning, but it soon becomes practical for one or two trustees to take the lead in the development role. These trustees will ask the others for help when they are most needed and keep them current on the progress.

To begin, make a plan with two major parts. If you have a mission statement or a long range plan the first part is already done - that is to decide what role your college should play in the world of higher education and commit yourself to it. Look critically, in the highest sense, at what you are doing now and with the future in mind, your courage summoned, decide what to do.

Second, assess your plan and your board membership to determine what specific things you can do to build a financially stronger institution and a more educationally effective institution. Then, easiest of all, resolve to begin now to emphasize everyday the good things that your institution is already doing.

Every board contains variety in the background, professional expertise and personal style of its members. How you develop your resources will be discovered within you as you begin with a creative sense of seeing what you can do. Reading articles like this will not help as much as studying your own college and showing the concern, ingenuity and initiative necessary to begin to help the administration with development.

So why read on? Simply to find out in what

specific ways trustees may take a leadership role in their school's development. How you choose to respond to these suggestions and devise others of your own, will be part of your creative trusteeship.

A word of advice. A board is a board; it is individuals who are separate but act together. So figure out which part each individual is to play, share the planning responsibility, but feel free to act separately. Just remember to communicate well about what you are doing.

If your school has publicity, public relations, community relations or development offices, there could be a volunteer from the trustees to serve as liaison with the director. This enables the flow of fund raising facts and figures, goals and appeals to be more easily communicated from the staff to the board. Also the staff can assess its needs vis a vis foundations, local and state political leaders, and corporate friends. These needs can be reviewed by the trustee involved in development who can in turn choose the member of the board who would be most helpful to participate in any particular project or effort.

There are some things, however that all trustees must know if they dabble even a little in development. And the purpose of this article, of course, is to show that they should do more even than dabble in development.

1. Be Informed. Orient new members of the board with the school and explain to them the overall role of development and the importance of the process. Trustees and administrators should be involved in this process: a day or weekend workshop or retreat should have development on the agenda. Be direct and be specific, (preferably even before a new member is asked to be on the board) about the duties and responsibilities in the area of public relations, fund raising and development. Individual trustees may have connections, ability or training in press relations, alumni, wills and bequests, or government service. These individual assets should be known to all.

2. Know Your Product. Know what your college offers, and why it succeeds. Be able to give specific reasons why it deserves support. Have some facts at your fingertips. Memorize information about curricular offerings, budgets, student profiles and long range plans.

You will be expected to represent, interpret and even defend your college's programs. So be positive, in every possible way, about what your board and your college are doing.

3. Be Aware of how local and national politics or policies are affecting or could affect your college. Forewarned is potentially forearmed.

4. Be Brave in speaking out in support of your college. Invite other trustees or administrators to social or business engagements where they can help you to influence others' opinions about the college and gather more financial or moral support for it. Take the lead in establishing a two-way communication system between your community, your professional world and your college. Make sure a member of the board is on the college speakers' bureau and able to talk cogently about the institution if asked by a service organization in the community. A trustee may work effectively with an administrator in this.

5. Be Patient because development takes time. Don't ever stop thinking creatively about it or how your presence on the board can make things better for the school.

The Computing Resource: Making a More Informed Decision

Charles E. Reid, Board President
San Diego Community College District
San Diego, California

Many of my fellow trustees across the country have expressed their concern about making decisions on computing for their institutions. Their concern is well justified, since computing forms a major operating expenditure, even though it is one that is increasingly necessary for the efficient operation of a modern institution of higher education.

But computer decisions should be made in as informed a manner as possible. Too often, we are intimidated by unfamiliar terms, as data processing seems to have a language all its own.

The topic need not be intimidating, however. Without getting bogged down in jargon, there are a number of very real and very understandable considerations with which we as trustees must deal.

A number of seminars have been held in the past year which have addressed the problem of computing decisions. From the collected opinions of numerous two-year college trustees, and our own experiences at the San Diego Community College District (SDCCD), some conclusions have been reached which can be of significant help in making decisions about the computing resource.

Let me first share with you a history of computing at SDCCD — one you may find familiar.

The College District had consolidated computing activities in a central location. The new hardware and software required exceeded the knowledge level of the existing staff while centralization of computer functions raised the need for new levels of management skill. The new technology available to users (particularly on-line systems) increased demand for the development of more sophisticated administrative and teaching systems.

As a result, the computer center staff was immediately confronted with the problems of multiple systems conversion, development of new control systems, and the need for specific technical expertise. Pressure from users for more and better service continued, along with our Board of Trustees' desire for timely management reports. The new centralized system required intensified training of both staff and users, while the increased complexity of the organization necessitated more sophisticated senior management.

All these demands exceeded the staff's ability to respond. User complaints multiplied. New systems development schedules slipped so far that the time and effort spent attempting to meet them left no time for staff training. The downhill confidence spiral accelerated.

These rapidly growing problems forced us to explore new methods to manage the computing activity.

The Planning Process

The first step in the formation of any computing services solution is the development of a clear, sensible plan based on the requirements of the particular institution —

both current and future. These expectations must, however, be kept within the reasonable limitations of time and money.

Top level administrators and trustees were involved in the process from the very beginning, and their commitment to improvement was maintained throughout. Also, as alternatives were considered and decisions made, the trustees were kept informed and involved.

Setting Objectives

We had to ask ourselves some hard questions. What is it that, ideally, we wanted the computing resource to be able to do? Certainly, routine administrative and record keeping tasks are to be expected. But a good computer system can also produce complex financial planning documents; keep track of and produce reports on specific areas of spending; maintain updated student records information; schedule courses at optimal times; and significantly enhance the educational process.

Then too, many two-year institutions are requiring that their computing resources provide a computer-assisted and computer-managed instruction component. These can provide tutorial services for students who may need help in particular areas, enrichment activities for the above average student, and help the faculty better evaluate the student learning process.

After setting our primary objectives, the San Diego Community College District developed need specifications and asked firms in the computing industry for bids to operate the computer center.

Outside Management

We solicited firms outside our own operation because clearly, an experienced management team was needed to run our data processing operation. The District could not afford the time to train a top level manager in the specifics of software, hardware, and higher education. We needed a management team that could begin to make the operation work more efficiently from the first day.

We further determined to opt for facilities management (FM) by an outside *specialist* — a firm who specialized in the use and management of the computing resource, specifically in the field of higher education. As a result of the competitive bid process, Systems & Computer Technology Corporation (SCT) was selected by our Board of Trustees.

Governance

Questions which arose as we wrestled with the idea of going with a contract management firm versus hiring our own new management staff were — who would be responsible for the operation and the long-range planning of the computing resource? What about additional hardware acquisition? Who would determine what was needed and when? How much would new hardware cost? And, if we went with an outside firm, how could we measure their effectiveness?

These questions were answered for us satisfactorily by SCT. Their contract specifically spells out the lines of responsibility. Measures of their effectiveness were built right into the contract, along with costs, and completion deadlines.

Negotiation of specific contract terms and conditions which govern the relationship is a critical step. Specific understanding in advance avoids the possibility of problems later. Contracts should be specific about deliverables, price, inclusions, exclusions, termination, and plans for reversion of computer operations to the District. A clear line must be drawn regarding responsibility. But, even carefully written contracts cannot predict problems or needs five to seven years in the future. Therefore, a high level of trust must exist between the management firm and the College District.

The Present

SCT has started our computer turnaround

by upgrading certain staff positions and training our existing staff. At the same time they have provided us with a new management team. The team is composed of an executive director, an administrative systems manager, a software systems development manager, and a series of specialists who have been on the scene for short periods of time. For example, a one week training program conducted by one of their visiting specialists for operators in the keypunch section resulted in a smoother work flow and increased production. Changing work mixes as recommended by another SCT specialist has increased computer output efficiency. Numerous other improvements have been made as a result of SCT suggestions.

At present, the College District believes we are getting our money's worth from FM. As a matter of fact, the cost differential before and after our agreement represents only a few percentage points. The College District believes it is saving more than the increased cost by more efficient operation, new service offerings and a much stronger management team.

The Future

The San Diego experience with FM is in its first year. Signs of improvement are already visible. Complaints have dropped dramatically. New systems development is ahead of schedule. Routine work is being processed more efficiently. The crisis atmosphere has disappeared. Reports from the computer center to management are clear, concise, and identify needed action. Staff morale is improving. Management is confident that the FM decision for the College was a wise one.

The College is keeping abreast of the latest developments in the "state-of-the-art" in computing, with SCT's help. This way, we can plan now for the improvements and enhancements to our system that will be desirable to keep it competitive in the 80's and into the 90's.

But What's Right For Your Institution?

The San Diego Community College District system has nearly 80,000 students. Large as we are, we do not believe that we could have been competitive enough to retain on our own staff the high level of expertise SCT has made available to us. Other institutions may find employment of in-house staff to be cost-effective; we have not.

The greatest resistance to FM is likely to come from computer center managers, although such was not the case in San Diego.

In considering the option of FM, the primary question is — are you reasonably satisfied with your present computer operation? If so, stick with it. If not, you might ask some of the colleges where experience with FM contractors has occurred for an appraisal.

Some of those colleges are: Black Hawk College, Cuyahoga Community College, Delaware County Community College, University of Alaska Community College System, Northampton County Area Community College, Wayne County Community College, and numerous others. SCT and other vendors usually will provide you with a list of their clients.

For us at the San Diego Community College District, FM has been the answer.

For further information: ACCT, 955 L'Enfant Plaza, S.W., Suite 2700, Washington, D.C. 20024

Reprint: July 1, 1979 CHRONICLE OF HIGHER EDUCATION "More Colleges Hire Outside Experts to Manage Their Computer Services"

Reprint: September 17, 1979 COMPUTERWORLD "Faculty Support a Must for CAI success: Vendor"

Booklet: "How to Make a Sensible Computing Decision" Joint publication of ACCT/AACJC (soon to be available)

or contact: Systems & Computer Technology Corporation, Great Valley Corporate Center, 4 Country View Road, Malvern, PA 19355, (215) 647 5930

New Educational Delivery Systems in the 1980's

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There is a need facing those of us in the delivery of education, to find new ways of responding to the challenge presented by financial cut-backs, the energy crisis and declining rolls.

Perhaps in the present difficult economic situation we face both in the United States and United Kingdom there is this advantage: as Dr. Johnson put it so graphically "the prospect of hanging concentrates the mind most wonderfully."

The hypothesis I want to present is that the formal provision of education through institutions is unlikely to meet the needs of more than a limited number of people within any community, however varied that programme offering may be. It is therefore necessary to look at the problem presented to us of declining rolls and financial cuts by going back to basics and asking who in our community could benefit from education (beyond the basic one they received within our formal school system), and the related question of what kind of education that should be.

Only when we have answered these two questions can we usefully consider the new technological delivery systems that are now at our disposal.

My argument will be that, while there exists a pool of people requiring formal qualifications of the kind presented by our Schools, Universities and Technical Institutions, (and a pool of those who seek a 'liberal' education) there exists a far greater number of people within the community both as individuals and as *group members* who require *continuing education*.

Further, I shall argue that the needs of those who can benefit from a continuing education are such that they require us to re-think the way in which we deliver education.

I feel that there is a great danger in the assumption that the new technology[1] at our disposal will enable us to overcome such problems as financial cut-backs, the energy crisis and declining rolls.

Rather I contend that "new delivery systems" will, in practice, be ways of linking those of us concerned as producers of courses and/or materials with our potential consumers — but *not* in offering them more of the same.

I shall concentrate on the process of establishing a dialogue between consumer and producer by means of multi-media materials tied into a system of networks — networks which already exist and are manned by volunteers or professionals who have interests and goals of their own which we can service (eg. the Pre-School Playgroup Associations in the UK or the Health Visitor system organized in the UK by Area Health Authorities and responsible for directly working with new mothers in their homes and in clinics).

The evidence to support my argument will be drawn from the work of the Post Experience Unit of the Open University for which I now work as a Community Education Officer.[2]

Let me begin by offering a definition of Continuing Education — and in particular

that element of continuing education which I believe has most relevance for the growth of education (both in terms of significance and numbers) in the 1980's.

Continuing Education is defined in a report of the Interim Delegacy[1] responsible for its development in the Open University as having a major objective "promoting people's ability to respond to and participate in meeting the changing needs of the whole community....people need to respond intelligently to such changes, *to understand them and be able to influence them* and to develop the wisdom through educational as well as *practical experiences* to recognize their rights and responsibilities."

An effective continuing education system will be characterized by the following features:

(1) The system is responsive to individual (and group) needs when they arise and whatever they are.

(2) The initiative for requesting materials to meet those needs lies with the learner and/or tutor.

(3) The materials are multi media, flexible and can be delivered to the learners' homes.

(4) The materials are related to real and immediate needs and are orientated towards changing and improving the quality of life through self help.

This definition leads us to identify three major areas of provision for people in the community:

(1) Understanding choices offered (eg. how their employment prospects are affected by new developments such as microprocessors).

(2) Knowing how to brief 'experts' and affect community decisions (eg. Tenants seeking greater control over their homes).

(3) How to achieve personal objectives (eg. acquiring new skills as parents or furthering career or job opportunities).

In terms of my original argument the element of continuing education that I shall choose to concentrate upon is community education which the Academic Co-ordinator responsible for this work has defined as education "concerned with the learning of individuals (or groups) in their roles of parent, consumer, employee and citizen in the context of their family, workplace and community. Through a process of dialogue it helps people to reflect on their experience, become aware of alternatives, decide what they want and take appropriate action to achieve this. Co-operation with others in the locality provides support for learning and help in bringing about changes for the benefit of the community".[4]

This definition has led my section of the Open University to develop courses/materials in four areas so far - namely Parenthood Education, Employment, Consumer Decisions and specific community responsibility (eg. a course for School Governors).

Developing Courses

The major requirement for developing such courses has been the *collaboration* of agencies to help fund, develop and disseminate the course materials. Collaboration has a vital part to play from our point of view because it complements the University's skill in producing multi-media materials. Other agencies help by:

(1) Identifying and defining needs.

(2) Planning and preparing materials.

(3) Financing production or student places.

(4) Publicizing and delivering the course/materials.

(5) Organizing local groups for registered or unregistered students.

(6) Evaluating the course and materials.

If my analysis is right and the future of education lies within the development of continuing education in the 1980's then it is possible to look at the implications of this for formal educational institutions, and in particular for defining a delivery system.

Implications

The **financing** of continuing education is, and ought to be, a collaborative venture. The money to pay for the costs of producing materials and/or courses can be met from three major sources

1. **Fee income.** Since the objective is to keep such education 'open' to as many people in the community as possible, this will be kept deliberately low (eg. Our 8/10 week Parenthood Education Courses cost £10 for the complete course.) For this the student receives:
   - Eight full colour correspondence text books
   - Four 25 minute TV programmes
   - Four 20 minute Radio Programmes
   - Three 18 inch records
   - One Resource Pack of posters, leaflets
   - Four optional computer marked assignments leading to a letter of completion

   Within the Unit responsible for producing our Continuing Education Programme £1.4m of the £2m expenditure for this year comes from fees. Clearly certain courses (eg. that in Microprocessors) help pay for more popular courses.

2. **Grants**

The Unit has to attract the financial support of organizations, corporations and Government Departments with an interest and responsibility for particular areas (eg. The Health Education Council — a Government sponsored agency with much experience of leaflet and poster campaigns as part of its Parenthood Education programme - was persuaded that £25,000 invested in a collaborative venture might do more to improve the health of mother and child than the same sum spent on more leaflets.)

Since then the Health Education Committee has agreed to go further and help reach 'disadvantaged' parents by providing 2,000 'sponsored' places on the First Years of Life and the Pre-School Child courses. These are distributed through the Open University Community Education section who have had to liaise with Health professionals and voluntary organizations which have direct contact with disadvantaged parents.

3. **Department of Education and Science** The final and ultimately, one hopes, major funder, is the Government Department responsible for education. However, it is unrealistic in the present climate of political opinion to expect any major investment in Continuing Education.

Liaison with other bodies.

I have earlier stressed the idea that Continuing Education *by its very nature*, is a collaborative activity. It is worth stressing the importance of other agencies in both the production and dissemination of the Continuing Education Programme.

If I illustrate this from the Open University link with the Pre-School Playgroup Association this will become clear.

The Pre-School Playgroup Association with 10,500 affiliated playgroups, most of which actively involve parents, wanted to meet a demand from parents for courses about playgroups management and child development. Thus they collaborated with the Open University, not only in seconding a member of staff to work on the productions of course materials but also by providing volunteer co-ordinators from amongst their Branch members who were willing to put

isolated students in touch with each other so that they could form self-help groups. Such collaboration makes it far more likely that the educational institute is actually providing materials that grassroot practitioners see as valuable and that the materials produced will actually reach the target audience.

Assimilation and Dissemination of Course Materials.

The ability to provide an effective delivery system is dependent on our ability to enter into a dialogue with ordinary people on the ground about what it is they define as their needs and the form they find most conducive to learning. Collaboration with national organizations like the PPA does help but is clearly not enough and the Community Education section is currently engaged in trying to tie dissemination of materials into assimiliating feed-back from individuals and groups to ensure that future course materials will meet needs more accurately.

With this in mind, the University has entered into collaboration with the Van Leer Corporation who are funding a project which will enable us to develop materials through a dialogue with people in particular localities (Inner City Coventry, Birmingham, Liverpool and rural Western Isles of Scotland). They will develop local materials which can then be grouped together and have the common core extracted and self instructional components added.[5] The Van Leer project will hopefully illustrate a mode for materials development. The process of developing materials should start with local dialogue. In reality the University and other funding agencies were initially reluctant to start from that point. However, it is our contention that *effective* delivery is dependent upon this process of dialogue.

The format for effective education.

Even when collaboration, finance, dissemination and assimilation are organized the problem of finding an effective format for course material production remains. It is our contention that a multi-media response is significantly more likely to capture the imagination of learners than more traditional approaches. There are a number of reasons for this:

1) Using TV and Radio gives access to an audience that does not get its information about educational opportunities from tradifional educational institutions or their publicity outlets.

2) Certain topics within course materials can be earmarked for development through television, radio or records where these are deemed more appropriate than print. (eg. TV has been heavily used for the analysis of natural interactions in playgroups, clinics and homes.) The different media are complementary and the course team responsible for developing a course makes every effort to integrate them (eg. a topic on children's questions includes the analysis of a conversation on a record, the conversation being based on a game provided in the Resource pack).

3) The multi-media approach reinforces the basic theory behind course production - namely that the courses are open to any adult in the UK.

In order to meet this great stress has been laid on:

a. an experienced based approach to learning - the model for development of course material being one in which common questions and problems are raised (eg. what can babies see), relevant knowledge themes linked to those questions, and finally an analysis of the skills to be developed worked out.

b. the development of a magazine style of presentation which recognizes the wide range of literacy standards that adults possess. The use of full colour illustrations and a text written directly to the individual parent reinforce this approach.

4) A multi-media approach reinforces the concept of flexible use of the course materials. Studying can be done by the individual parent, by the family, by neighbors sharing the experience of watching TV or reading booklets or by organized groups like Mother and Toddler groups which may seek to extend their insights into the children's behavior which they are already engaged in responding to.

My own job is to develop the informal and alternative uses of course materials and I have found that people who would not dream of studying on their own will welcome the opportunity in a group organized by an Adult Literacy worker or within the Mother and Toddler group of which they are part.

My major role is to encourage professionals, para-professionals and groups themselves to take a critical look at course materials and adapt or even re-write them to meet their own needs.

Problems involved in developing new Delivery Systems for the 1980's

(1) Every educational institution has its own vested interests and hierarchy. My own is no exception. Continuing education is a comparative newcomer on the scene and is demanding a larger slice of the educational budget at precisely the time when the rest of the University is feeling the effect of the Government cuts in its own traditional programme of undergraduate studies.

As a result, our solution, namely self-financing of continuing education, carries its own danger. The funder may seek to influence the content and form of what course materials are prepared or the very necessity to find funders may push the Continuing Education staff into making decisions to develop courses where funds are readily available rather than where priorities might suggest, (eg. into training perhaps for magistrates rather than for community activists).

(2) Collaborative ventures require that academic staff develop skills and have experiences which are not those traditionally associated with academic staff (eg. liaising with an organization like the Pre-School Playgroups Association demands an understanding of how the organization reaches its decisions, and who it approves and disapproves of within the statutory sector and working with community groups like Tenants' Associations, requires that they trust the staff and commitment of Open University staff, particularly where they are engaged in direct political activity).

(3) Dissemination and assimilation. We are in the very early days of discovering how to reach and identify potential adult learners. In the recent submission by a Working Party on Community Education", three categories were recognized:

a. those linked to stages in individual development, (eg. First Years of Life, Pre School Child through to Planned Retirement).
b. Areas of individual activity which apply to all members of the general public, (eg. Consumer Decisions, Energy in the Home).
c. Activities concentrating on policy and administration, (eg. course for School Governors, Local Councillors, Etc.).

Identifying such needs is not the same as reaching the individuals or groups who might want to have their needs met. Such work involves close collaboration with those professionals, organizations and grassroot workers who have direct links with the community and individuals within it.

It is sobering to recognize that of the potential audience of two million parents with children between the ages 0-5 the Open University Parenthood courses have actually been bought by 25,000 in the first five presentations. Collaboration also involved publicity drives and variation of strategy, (eg. we recently carried out an intensive door to door publicity leaflet drop advertising our short courses in one city). We have also linked in with local radio

stations and produced booklets to accompany their broadcasts related to popular topics within the Parenthood course like "Tough to Talk About."

One effective strategy was to ask Health Visitors to identify those topics which appealed most to parents and then produce them in leaflet form to be used as the basis for discussion work by Health Visitors and their groups of mothers.

This constant search for effective ways of communicating and stimulating interest is likely to continue.

In particular Recommendation 12 of the Working Party on Community Education to the Continuing Education Working group is worth quoting:

> "That the stimulation and operation of collaborative networks in the provision of local group co-ordinators should continue to be an important dimension of the programme."

Currently the Open University employs two staff in this area - a sadly inadequate number to attempt the identification of the variety of networks that exist nationally and locally - to say nothing of the task of reaching adult learners effectively.

Conclusions

(1) New educational delivery systems are in my view a means to an end. They matter in as far as they can help to make the concept of continuing education for everyone into a meaningful practical activity.

(2) Such delivery systems should be based upon the possibilities ingendered by a multi-media[1] approach to education. Using integrated courses based on TV, Radio, booklets written and produced for adults, and recognizing the depths of their concerns, is a realistic way to reach people in their homes as well as within formal and informal group settings.

(3) The 'parts' of a delivery system need to mesh together if delivery is to be effective. In our experience some agreement needs to be reached between collaborating agencies about goals and then effective networks for disseminating and assimilating feed-back need to be worked out.

(4) The implications for local educational institutions is that they can and should try and link in with any Distance Teaching institution near them or develop close working relationships with local TV and radio stations so that a wider section of the adult comments can be reached.

(5) The 'delivery' system as an integrated network has to be serviced. Academic staff have to be appointed with the responsibility for liaison and maintenance work.

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[1] *New Technology*. A recent report from the Interim Delegacy responsible for Continuing Education at the Open University cites three examples of the new technology:

a. the availability of high quality dedicated teleconferencing network could enable a large number of adults, whether seeking professional or vocational or adult career courses, to link up either nationally or regionally on a group basis.

b. development of ancillary uses of the TV set based in the home (eg. for information through Prestel or as a tele blackboard controlled by a telephone link or on audio-tape) is likely to reinforce the input of a home based learning system.

c. the development of cassette systems both for sound and visual signals based upon relatively low cost technology in the home or study centre.

Comments taken from the Open University's response to the paper "Towards Continuing Education" published by the Advisory Council of Adult and Continuing Education.

[2] The Open University is a Distance Teaching Organization which has just celebrated its 10th Anniversary. It has reached its 120,000 students on the degree programme and the 45,000 on its Associate Student Programme via about 100 correspondence courses linked to TV and Radio Programmes at degree level, and supported by a Regional Tutorial system which ensures the students work is assessed and commented on and the student working from home is given the opportunity to meet four or five times a year with a tutor and fellow students.

[3] Responses to the paper "Towards Continuing Education" published by the Advisory Council of Adult Continuing Education.

[4] N.C. Farnes — "The Open University's Role in Community Education," Provisional Edition, 1979.

[5] Ibid.

[6] Working Party Report on Provision in Community Education to The Interim Delegacy for Continuing Education.

Congress and the Community College: Legislative Priorities for the 1980's

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It has long been recognized in this country that education is more than just a key to individual advancement and enrichment. It is more than just a key to jobs, to income, even to human dignity. Education is the key to the future itself.

America's community colleges and technical institutes have developed with this in mind. Over 1200 two-year postsecondary institutions now provide educational and career training to over four million students — aged 16 to 80. These have become our "people's colleges." Their guiding principle has been to bring learning and vocational skills to all of our people — where our people are. As a result, they have had a tremendous impact on enhancing the quality of life in America and have filled the wide gaps in education and training left by other schools.

Community colleges offer students of all ethnic and cultural backgrounds, all ages and geographic locations, all socioeconomic and ability levels an educational experience suited to their needs and interests.

They are affordable, with an open door admissions policy which means that virtually each and every one of our citizens can take advantage of them if they so desire. They have a certain kind of psychological accessibility not always present in other institutions as well. Community colleges symbolize to the student an educational system designed to meet his or her needs — a symbol reinforced by programs of personal guidance and individual instruction.

Furthermore, they have expanded education beyond the period a person traditionally sets aside in his or her life for formal academic or vocational training and have made learning a lifelong process. More and more of our people desire to combine work and study throughout their adult lives, returning to college from time to time for training in new skills or advancement in their work as well as for personal enrichment.

Our community colleges are accessible geographically — they are community colleges in the truest sense of the term. Their teaching not only reflects the needs and aspirations of the individuals in the areas which surround them, but they play also an invaluable role in helping communities foresee their own future economic and employment needs and in training skilled individuals to fill them.

They have expanded educational opportunities throughout the community. For years, colleges were equated with buildings; education was bound by the four walls of the traditional classroom. The community colleges have changed all that through innovative programs to bring education to the broader community. They have redefined the very meaning of the word "college." For community colleges, "college" has come to mean "people" and the

meeting of people's needs wherever they may be.

In sum, because of their flexibility, their accessibility and their closeness to the community, these two-year postsecondary institutions are uniquely positioned both to expand general educational opportunity for the average citizen and to serve as a basic building block for our Nation's educational and economic growth in the years ahead.

But as successful as these colleges have been, a great deal more remains to be done. Moreover, the very hallmark of their success has been their ability to continue to change to meet the ever-changing challenges facing higher education today. Therefore, we believe that it is essential to reaffirm our commitment to offer universal opportunity for postsecondary education to all people, through colleges and institutions which combine quality and relevance with low or no cost and accessibility. And we believe that this commitment should be reflected as a national policy of our Nation, assuring each and every American the opportunity to develop to the utmost of his or her potential to contribute to the social and economic well-being of the country.

In order to help further this policy, the Association of Community College Trustees has developed the following among its legislative goals for the 1980's. We believe their implementation is an essential step in assuring universal educational opportunity in America today.

I. Adequate and Equitable Financial Support

Without adequate funding, the best laws and programs are little more than empty promises — holding out hope to those they are intended to benefit, yet lacking the resources to turn those promises into reality. It is a tragic fact that all too often this has been the case in the area of higher education. It is a stated objective of the Association of Community College Trustees to work for the adequate and equitable financial support of postsecondary education. We stand firmly by that commitment.

II. Setasides for Two-Year Institutions

While the growth of the community college population and services has taken place at a very rapid pace — now serving the needs of some one-third of all students in undergraduate programs — the Federal financial contribution to community colleges has not kept pace. In order to assure that our two-year postsecondary institutions have the fiscal resources necessary to meet their responsibilities to the Nation, we suggest that the Congress give serious consideration to an overall policy of providing setasides for two-year colleges and technical institutes in federal programs of assistance for institutions of higher education. Further, we believe that this setaside should adequately recognize the proportion of students being served by these colleges and that minimum percentages be mandated at such a level to ensure the Federal programs reach all those for whom they are intended.

III. Community College Unit and Title X Funding

In 1972 the Congress enacted Title X as part of the Higher Education Act. Entitled "Establishment and Expansion of Community Colleges," this provision set forth a framework for assistance in the development of programs and services to meet the needs of underserved, nontraditional students who otherwise would be unlikely to continue their education beyond the high school level, and mandated the creation of the Community College Unit within the U.S. Office of Education and to coordinate all U.S.O.E. programs which affect or could benefit community colleges and their students.

This Title — a necessary foundation for increasing educational opportunities and programs for the people of our nation — is of vital concern to the 1200 community and

junior colleges of this country and the over four million students they serve. Moreover, the Community College Unit has been a much needed and, all too often, lone voice on behalf of two-year postsecondary institutions within the federal bureaucracy.

In light of this, Title X of the Higher Education Act must be made a functioning reality and the Community College Unit must be placed at the highest level possible in the Department of Education with all the resources and staffing necessary to fulfill its legislative mandate.

IV. National Advisory Committee on Two-Year Postsecondary Institutions

While the number of boards, councils and committees advising the President and his cabinet has increased dramatically over the past several years, we find it most unfortunate that the role and the needs of our Nation's two-year postsecondary institutions have all too often been overlooked. This is best evidenced not only by the lack of a specific panel relating to such matters but by the absence of a significant degree of representation for two-year institutions on those advisory committees which do now exist. Therefore, a National Advisory Committee on Two-Year Postsecondary Institutions should be established to aid and assist the Secretary of Education in the administration of programs affecting two-year postsecondary institutions.

This committee, through the submission of periodic reports, would help in the determination of national priorities for two-year postsecondary institutions as well as assist in the evaluation of the effectiveness of those already in operation. Moreover, such a committee could aid in the monitoring of those economic and social forces which may necessitate that our two-year institutions change in order to better meet the needs of our citizens and their communities.

V. Student Financial Assistance

The foundation of the Federal effort to provide needed financial assistance for postsecondary education is the Basic Education Opportunity Grant (BEOG) program. The fundamental purpose of this program is to make it possible for students to attend college by reducing the financial barriers to attendance. This is accomplished through the provision of grants to lower and middle income students to compensate for the relative inability of their families to finance the cost of college. The size of these grants is supposedly dependent upon income, so that for a given cost of education, the intended effect would be to equalize the relative burden low and middle income students face in going to college.

However, the present structure of this program discriminates against independent and disadvantaged students who attend low cost schools. Much of the reason for this is that the Basic Educational Opportunity Grant Program contains the requirement that awards are currently limited to a maximum of $1,800 or one-half the cost of attendance, whichever is less. Since the cost of attendance includes tuition, books, living and commuting expenses, most of the four-year and independent two-year institutions already cost in excess of $3,600, so that for them the one-half cost provision is not an issue. However, costs of attendance vary greatly within the two-year public sector — ranging from about $2,000 in California to over $3,000 in some of the Eastern states. Thus, under this provision needy students at all these institutions must have their awards reduced from $1,800 to one-half the cost of attendance figures. Notes one community college spokesman, "Important questions of social equity arise when BEOGs are given to higher and higher income students and the lowest income students, attending low-tuition institutions, are still being short-changed."

The half-cost provision originally was incorporated into the Higher Education Act in 1972 in an attempt to create a "market" for postsecondary education and still give

higher tuition colleges a chance to compete. Yet scholars have pointedly detailed the unsound reasoning behind such a view. Chester E. Finn, writing in *The Chronicle of Higher Education*, put it most clearly: "...Very few people understand how making some colleges less attractive to needy students actually improves access of choice or how it strengthens the pluralistic system of American higher education. Those who do understand will be increasingly hard pressed to justify the notion that punishing the poor is desirable social policy." Moreover, the effect of this policy, is that it takes a painful toll on the neediest students enrolling at the lowest priced colleges, thus impeding attainment of the Federal goal of access. Congress has an obligation to eliminate this discriminatory provision.

VI. Aid to Part Time Students

The prevailing view of America's college population is that of a student body which is between the ages of 18 and 22, dependent, and pursuing a degree program on a full-time basis having started college immediately after high school. This view — while it might have been accurate in the past — does not capture the reality which exists in today's world. Almost as often as not, today's student is neither young, nor dependent, nor full-time.

According to the U.S. Bureau of the Census, as of the spring of 1976 only 51 percent of the total enrollment of our then 10 million student population was comprised of 18-24 year-old dependent children. Today, that proportion is even smaller. The average age of community college students — rapidly approaching 30 years of age for men and nearing 35 for women — is indicative of the dramatic shift in the age distribution within our postsecondary institutions.

Nor do these students differ from the traditional pattern solely by reason of their age; their attendance patterns vary as well. By the fall of 1978, there were some 4.5 million part-time students enrolled at postsecondary institutions — accounting for over 41 percent of the total college population and making up some 64 percent of the enrollment at our nation's community and junior colleges. Moreover, the vast majority of these students were economically disadvantaged, were employed full-time at work or at home and were in need of financial assistance to continue their education.

The word most often used to describe this segment of higher education is "nontraditional." However, the term misses the point. These individuals are no longer the exception; they are the mainstream. They delineate what appears will be the "traditional" student for years to come. Yet due to eligibility requirements, federal guidelines and processing formulae, these students receive fewer than eight percent of all federal student aid dollars. In large part, this is because federal education policies have been predicated on the classic — albeit erroneous — view of postsecondary education and the kinds of students who participate in it. The consequence of this has been a form of discrimination disproportionately affecting large sectors of our student population.

Of particular concern here, however, is the particular impact of the structure of federal programs on the less-than-half-time students. Under most programs, those who attend school on a less than full-time basis have their grant awards reduced until they become totally ineligible for any financial assistance when they attend college less than half time. The Congress should correct this inequity and provide a meaningful program of federal assistance to disadvantaged students who can attend only part time.

VII. Strengthening Developing Institutions

Title III of the Higher Education Act directs the federal government to carry out a

program of special assistance to strengthen the academic quality of developing institutions which have the desire and potential to make a substantial contribution to the higher education resources of the nation but which are struggling for survival and are isolated from the main currents of academic life. This program has been of benefit to many postsecondary institutions, aiding them in the improvement of student services and administrative practices to a degree that would not have been practical without this help.

This special program of assistance to needy and struggling institutions which serves large numbers of low income and/or minority students should be continued and strengthened. However, we feel that the current law mandating that 76 percent of the appropriations must be used for the benefit of institutions which plan to award at least one bachelor's degree in the year for which the grant is made does not best meet the needs of today's institutions or students. Inasmuch as a third of the country's total undergraduate population is currently enrolled in two-year colleges, it is our belief that the setaside for two-year postsecondary institutions should be increased to reflect the true proportion of students served. This is particularly important when one notes the continuing transition through which our community colleges are going. Diversification; technological changes; the multiplicity of students, along with the increased numbers of part-time, older students; the crunch on state budgets; all place heavy responsibilities on the two-year postsecondary college. Title III can provide some of the assistance necessary for these institutions to meet their concerns and their efforts to live up to these responsibilities.

Moreover, there must be meaningful representation of community colleges on the Advisory Council on Developing Institutions established under the Title.

VIII. Cooperative Education

Under Title VIII of the Higher Education Act the Commissioner of Education is authorized to make grants to institutions of higher education for the planning, establishment, expansion or carrying out of programs of cooperative education that alternate periods of full-time academic study with periods of full-time public or private employment. This program offers more than just economic assistance to students to be able to carry on their educational study. Rather, it affords students the opportunity to gain work experience related to their academic or occupational objective while doing so. The cooperative education program is a vital component of any national program on higher education.

IX. Lifelong Learning

The Education Amendments of 1976 established a new and innovative program designed to bring lifelong learning to all our citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background or economic circumstances. ACCT is extremely proud of the role it played in the development and enactment into law of this provision and fully supports its full implementation.

X. Public Employee Collective Bargaining

We firmly believe in the right of all Americans to receive fair compensation for their work. However, it is our view that the current movement to have the Congress enact a national public employee collective bargaining law has broad implications for national educational policy which we believe would not be in the best interest of our country or its students.

The United States Constitution expressly delegates education as a responsibility of the individual states. We do not see how a federally mandated public employee law could equally meet the specific needs in each of the fifty states. Certainly the

individual states are more closely in tune with their citizen's needs regarding public employee/employer relations. If individual states wish to consider public employee collective bargaining laws they should be free to do so. However, those states desiring to refrain from passing such laws should be allowed to continue this right. Therefore, we believe that the Congress should leave to the individual states the continuing right to meet citizen needs pertaining to public employee/employer relations and that it take no action pertaining to the consideration of passing a national law regarding public employee collective bargaining.

XI. Federal Paperwork Reform

With the growth of Federal involvement in the administration of colleges and universities over the past several years has come a tremendous increase in Federal reporting and record-keeping requirements. These requirements, frequently duplicative and more burdensome than they need be, are under drastic need of revision and reevaluation. We support efforts to curtail the growth of that paperwork which is unnecessary and to reduce the amount of paperwork which confronts our institutions of higher education. In order to do this, we urge the involvement of higher education representatives to serve as experts on the design, feasibility, necessity and appropriateness of statistical and administrative reporting requirements of the Federal government related to higher education.

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TRUSTEE QUARTERLY

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Future Directions/Community College Governance

Peter J. Cayan, President
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For twenty or so years trustees have assembled a tested and working knowledge of sound community college operations. And along the way you trustees and your predecessors have acquired a distinct understanding of this vehicle which has accomplished so much for higher education in this country. Early on, the two-year college rapidly became an effective prescription for all sorts of educational and cultural ills while attracting the accolades of an appreciative public. Even to this day, we easily recall the tasks that had to be carried out and the fine manner in which your institutions addressed the charge.

During the early 1960's the overwhelming need for facilities and staff demanded a certain urgency of our organizations and thus the fabrication of an adequate delivery system became the order of the day. Upon reflection it now seems that today was yesterday and that the future was colliding with the near past. Soaring enrollments and plant expansion eventually gave way to student activism and the decade left us breathless.

Come 1970 trustees and presidents alike sorted through the many accomplishments and shortfalls while pondering that which was to come. And arrive it did, an era upon us during which power would seem to abhor any vacuum as evidenced by increased unionism, dissarray of administrative control, shifts in governance patterns, enrollment declines and their impact on revenues, along with signs of questioning community support. Further, trustees found themselves being propelled in a more serious way toward dealing with a somewhat familiar lexicon of terms such as governance, full-time equivalents, accountability, and grade inflation to name a few.

And now we stand on the door step of the 80's. Our attention is directed to the calendar, that obvious increment of time. Once again it seems as if Mother Nature is summoning us to swim upstream or seek out warmer waters like the salmon or humpback whale. It may well be timely to inquire of ourselves: Shall we allow our apprehensions and anticipations to succumb to entrenched fear and uncertainty? Shall the days be left to chance? Or shall attempts be made to infer the dimensions of the future from whatever assurances we have of the past? Certainly there will be the best of times and the worst of times. There will be seasons of light and there will be seasons of darkness.

If the future is to be properly dealt with, then it is imperative that a high level of self-confidence be attained. For it is through the establishment of a positive consciousness that we can embrace a commitment to the yet-to-be. The futurists tell us that preoccupation with immediate concerns often blinds one to the crises of tomorrow. Discussions of the future of our colleges must not slide into the abyss of pessimism and gloom just because identifiable calculations cannot easily be ascertained. Therefore, deliberate and careful planning might result in more desirable institutions.

In the past few years, planning has become very fashionable in higher education. Al-

though there seems to be increasing reverence for formal procedure, I do not feel that such efforts need to be dramatically different tomorrow than they were yesterday. Preparing for the future must continue to be done on the basis of goals and objectives that have been deliberately chosen. In my opinion, impulsive response to internal and external pressures can only equate to that which was less than intended.

How then might trustees begin to cope with these renewed and re-emerging challenges of the 80's? I say "renewed" because many of our traditional problems will not significantly differ in their substance tomorrow as will the strategies required to resolve them.

At the outset, I believe that you should not be shopping for a completely new wardrobe of boardsmanship techniques as a reaction to the introduction of a new decade. I would advise you to neither over-listen to your constituents nor over-indulge in the literature.

Further don't be persuaded into completely rearranging the furniture in a room which may not be changing size. I submit to you that the tools of boardmanship might not have to be replaced but rather applied differently. I am not convinced that trustees have to devise some new "order of being." On the other hand, if we are to begin to restructure and to reformulate techniques adequate to our needs, the first requirement is a fundamental change in attitude which means acknowledging that our response is not to be some temporary change of position but the emerging shape of the future of our colleges.

Former United States Commissioner of Education, Ernest Boyer, pointed out that the burning need is for an attitude among us which neither denies nor surrenders to the new reality but which understands its choice, ponders its meaning, and then helps chart a fresh course accordingly. Just as each of us cannot achieve renewal if we do not believe in the possibility of it — nor can our institutions.

I personally feel that the challenge of the new decade is not an empty phrase but indeed deserves our serious consideration. Therefore, how might one discern the topics of the time?

Disagreement abounds as to the manner in which community colleges are or should be governed. Needless to say, colleges are complex organizations to which many different models of decision-making are not easily applied. And it seems that any discussion of college governance sooner or later highlights the usual variety of philosophies which many of us have; namely, how to deal with the perplexity of interfacing appropriate degrees of collegial governance, collective bargaining, management prerogatives and any possible combinations in such a way that each adequately contributes to the strength of the institution. I believe that this is an individual matter. That is, every college must learn how to negotiate its own way toward that pattern of operation which best adheres to its particular needs. I see governance as a means of educating the college family how to efficiently and effectively work together in order to achieve some good purpose.

I further feel that whatever the mode, any treatment of the distribution of power will be only as sound as those involved permit it to be. If adversarial relationships are permitted to develop beyond their reasonable bounds, jurisdictional challenges will become hard and fast with the possible result that participation will surely become increasingly difficult to encourage. Therefore, the proper delineation of responsibility is essential. In other words, who is doing what and with how much authority? One suggested approach is to establish a representative committee or senate of the college community to thoroughly review all policies in order to determine their appropriate constituency assignments and then provide the sche-

matic necessary for implementation. The result will be the attainment of a respectable level of credibility and understanding. Too often serious encroachments are allowed because the organization lacks clarity. The governance mechanism should be constructed so as to diminish the need for components to compete as conduits to the decision-making process. If dual access is required; that is, the co-existence of a senate and union, nothing less than a great deal of attention and assertion by the administration will be acceptable. Power, conflict and politics are campus realities and it behooves us to eliminate adversary relations through mutual influences and persuasions. Whatever the methodology, faculty, staff and students must affect the operations of the college. The process must be people-oriented as well as task-oriented.

Today, more colleges are soliciting student opinion on matters of institutional governance. The inclusion of this group can enrich the process because of their unusual point of view. They are the only direct witnesses of the teaching process, they are consumers, and they must deal with all departments and agencies of the college.

Students are deserving of the opportunity to state their case with regard to the broader institutional matters. Too often, and unjustifiably, they are stereotyped as being unconcerned transients who are passing through like some ship in the night. I think that we should give them the option to decide the extent of their involvement.

For some of you the erosion of board control is more fact than fiction. We may be witnessing the beginning of a long term imbalance between institutional governance and financial practices. Sponsoring parties will no doubt be moved to rearrange relationships with their colleges in order to permit a more responsive posture, on their part, to accommodate the needs of other functions dependent upon them. The providers of our revenues will surely put us to a stern test of proving that our budgets are legitimate and deserving. Therefore, we must ask of ourselves more than ever, "Is this action or request defensible?" If complete and understandable data can be retrieved, legislators will be more inclined to make political decisions which will be supportive. Carl Stover claims that, "Politics, if it's to serve us well must be well served. Politics, if it's to be well served must be understood, not just in terms of what it is in practice, but in terms of what it is in reason." Another point of view is provided by Howard Klebanoff who states that what we need most is a complete and operational data-base, one that will measure results against objectives, assess cost effectiveness of programs, and help establish priorities for available resources. The data collected must assist the legislator as well as the educator.

As college trustees you serve with a body which, in my opinion, constitutes that hinge; that is, the "constituency connection." Students, staff and faculty desperately need increased assurance that your influence with those many dimensions of off-campus relations will be appropriately applied. Any serious assumption of the complete scope of your role will call for an objective board assessment and strategy development. Just as the various internal functions of the institution proceed to maintain a predetermined and approved direction, so must you transmit this mission to the publics. For society will sanction our very being only in so far as it believes that we can deliver.

Perhaps we are at another turning point in higher education, but grappling with new and difficult demands has been no stranger to us over the years. The unprecedented is not uncommon with community colleges. The remedies we bring to the problems before us and the creative imagination we apply to their solutions will help to determine the future.

John Gardner has made some interesting observations on the process of institutional change. He declares: "We like to think that institutions are shaped according to the best visions of the best men in them, and sometimes they are...but that is not the only way institutions get shaped. Sometimes institutions are simply the sum of the historical accidents that have happened to them. Like the sand dunes in the desert they are shaped by influences but not by purposes." But Gardner also expressed the conviction — a conviction which I feel certain we share — that "men can shape their institutions to fit their purposes, provided that they are clear as to what those purposes are..." My personal feelings about tomorrow might best be conveyed to you by describing the future as being "the past turned inside out." For some of us, that which will be serves as the obverse of that which was. The relationship is distinct and necessary.

I, like you, view the future with anxiety — but also with an exciting confidence. And I might add that I did not come to that conclusion as a result of reading tea leaves.

Edward Cornish, author of *The Study of the Future*, states that:

> "Since the future does not exist, it must be invented; That is to say, ideas about what may happen in the future must be generated and stated. Such ideas or futuribility are critically important because our thinking is shaped both by our concepts of what happened in the past and our images of what we may see in the future."

Perhaps each of us need to be reminded that life is what happens while you're making plans for the future. But I also believe that getting there can be half of the fun. Yes, there are many things remaining to be done. And although we may feel drawn onward, our colleges should be reviewing and refining operations within the context of a steady state. One might say that tomorrow will be a day like any other — times when there will be answers and times with an overabundance of those moments when you'll feel like Erma Bombeck, trying to cope by getting from Monday to Friday in 12 days. I don't have many solutions — but I certainly admire the problems.

In conclusion, I ask you to reflect upon these lines from the RUBAIYAT of Omar Khayyam:

> "Ah love! Could you and I with God conspire to grasp this sorry scheme of things entire, would not we shatter it to bits — and then remold it near to the heart's desire!"

Student Recruitment and Retention

Mary V. Condon, Trustee
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During this era of enrollment decreases, tax increases and community apathy for support of higher education, the competition for student recruitment and retention has become dependent upon assessment of local industry demands, student needs, and educational costs. First impressions in such areas as: application requirements, first contact, registration procedures and formal classroom instruction have become permanent. We at Nassau compete to an extent with five private higher educational institutions and two other public institutions in the same county.

It was imperative that we become aware of present markets, potential markets and the impact of faculty and administration on students seeking education at our community college. Emphasis had to be placed on our institution's responsibility to meet the public's needs and ever strive to reinforce their confidence in the community college. Combining data projections, experience and administrative judgment is essential for a change-oriented environment and progressive, efficient decision-making. We had to get our public's attention. We started with recreating our image. We changed our logo, our bulletin, our whole approach. We improved use of institutional research information based on student motivation, faculty evaluation and student follow-up studies which provided us with data necessary to target specific market segments. Certificate programs at Nassau Community College in such areas as Word Processing, Administrative Assistant, Accounting Assistant, Information Processing and Programming Statistics were created because of the needs of our community.

These statistical studies enabled our community college to develop strategies for positive publicity and communications needed for recruitment.

Pointing out specific services and programs geared to student needs, as told in great part by students themselves, enhanced both public image and trust. Each program tried to fit student needs and be flexible enough to change or adjust as ongoing research indicated. Special registration and services for the handicapped and mature students, job placement, career assessment and work study programs are just a few examples. Therefore, administrative responsiveness was, and is, of prime importance to achieve and maintain this new image.

To define the needs even further it was necessary to realize that we were not just dealing with students in general, but full-time, part-time, day and evening students, as well as continuing ed and mature students beginning or returning to the college environment.

Each of these new constituencies required equal attention and should have programs suited to its particular needs, with appropriate counselors, information, admission requirements and registration procedures. The recruitment/retention process should ideally flow from start to finish with as few problems as possible to the student: providing a positive, responsive atmos-

phere wherever possible and establishing specialized programs where necessary.

In order to ascertain student and community needs it became important to utilize whatever resources were available to us rather than to maintain a standardized operation. Continuous monitoring of statistics is one way we have attempted to do this.

The typical college students of the 60's and 70's are not the same as those we are dealing with today. There are increasing numbers of non-traditional students attending college. Their prime concerns are quality, cost, location and program scheduling. With this information, procedures should be adopted accordingly. Convenient registrations, competent advisement and class scheduling with acceptable alternates suited to student needs have to be emphasized, more so now than ever before. These needs must relate to college services in order to provide an effective and ongoing relationship between the two.

This is not to say that the full time student is any less important. Presenting an attractive image in recruitment areas such as high school visitations, orientation programs, public events and speakers bureaus can only reinforce a good first impression. Favorable media coverage and news releases highlighting the many services available plus the social and cultural environment of the community college all enhance an attractive first impression. Again, flexibility and market-related program offerings play a major role. In our case, establishing contracts with our neighbors in higher education also added to enhancing the image of our college and we have done this.

Continuing ed programs, with on the spot registration, should provide a variety of non-credit courses aimed at students interested in personal growth or professional advancement with emphasis on senior citizens' needs and possible adult orientation to postsecondary education. We developed descriptive materials and registration information that is clear, concise and readily available throughout the community, targeting in particular, areas such as senior citizen's clubs and women's groups for greatest effectiveness.

Another important consideration is the college role with relation to the community it serves. With public opinion of higher education declining, as evidenced by referendum failures and stabilization of tax allocations, it has become important to emphasize the necessity of the community college and the high quality, low cost education it provides. This was difficult for us to do because it could have made enemies of our neighbors in higher education. Therefore, we stressed the former and let tuition speak for itself.

A community college is greatly affected by the community's demand for its services and should adjust its priorities to satisfy these demands. It must respond to the needs of the community wherever possible. For instance, faculty members could lend their expertise to the business community on a consultant basis when requested and administrators should encourage this. Faculties and administrators are not self-sufficient or autonomous but, in fact, dependent on the institution and the external market. Not only should trustees be aware of constantly changing demographics, enrollment, projected enrollment retention, attrition and other basic statistics, to establish policy, but faculty and administrators should work to make adjustments to their course offerings and their availability for student services and other related areas.

Periodic reports should be established and reviewed including survey results, effective departments and popular programs, and any curriculum revisions necessary to accommodate current needs. The faculty

and administration should be kept informed of this comprehensive data so that recommendations may be made by both in areas needing improvement or reorganization. Also, both must have the opportunity to have an active voice in the decision-making process. Further, they should be responsive to student needs and possible short- and long-range problems.

College facilities should be open to the public at times when not in use by students. Also, cultural functions sponsored by the college including plays, concerts, lectures, art shows, the library and childrens' activities, should be not only available to the community but well publicized.

Stressing the importance of the community to the college and the college to the community should improve public opinion and gain support, thereby promoting the mutual growth of the community and its college.

How has this worked for us? From the fall of 1978 to the fall of 1979 our enrollment rose from 17,987 to 21,504, an increase of 3,517 students. But we must admit that the economy has helped us and it is not all our doing.

As the March 31 *Chronicle of Higher Education* points out in an article by Malcolm Scully, the Brookings Institute predicts that community colleges may not fare as well in the 80's due to 3 factors:

1. "Community Colleges are likely to lose some of their full-time, transfer-oriented students to four-year institutions that recruit aggressively."
2. "The number of adult, part-time students may not continue to increase because of saturation of demand, (because of) effective competition from the other sectors, or because of the unwillingness of local, state, or federal governments to subsidize such education."
3. "Taxpayers may resist increased financing for adult, remedial instruction, preferring instead to concentrate resources for that purpose in the secondary schools."

We at Nassau see some of these factors effecting us now, particularly financing by government and taxpayers. We don't profess to have all the answers. We do believe that it is not difficult to sell a good product. A community college that meets the needs of its community, and effectively communicates this to the community, to industry as well as to John Q. Public, will impact on government, both state and local. Organizations such as ACCT will spread the word on the national level.

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Community College Foundations

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Community colleges and technical institutes, probably more than any other educational entities or types of institutions, can find many advantages in the mechanism the college foundation provides.

The mechanics of developing a foundation for a tax-assisted college are not overly difficult. It is important that an institution have a clearly defined set of goals before launching the college foundation concept.

Trustees of the institution must get deeply involved in the immediate and long-range plans of their college for it is the board of trustees who must ultimately make the decision as to whether, in fact, a college foundation will be in the best interest of their institution. Clearly defined goals and objectives for the foundation which have been thought out and approved by the trustees of the college serve to place the governing board in the decision making process and measurement of the outcomes of the foundation. Board follow-up is important.

An institution should then proceed to develop articles of incorporation through the necessary legal channels to assure proper and maximum development of the foundation structure. Once the articles of incorporation have been developed and approved by the state in which the college foundation is being proposed, the document should then be filed with the recorder of the county in which the official administrative office of the college is located.

During the process of developing the structure of the foundation, it may save time and error if a draft copy of the proposed foundation is shared with the Internal Revenue Service, since it will be that federal office which must ultimately determine if the proposed foundation meets the necessary I.R.S. requirements to be declared tax-exempt as a not-for-profit corporation.

When not-for-profit status is granted by the Internal Revenue Service, it is very important that the institution to which the exempt status was granted continue to follow the same plan of operations as stated in the original document for which the classification was based.

If the purpose of the foundation, character, or method of operation is changed, it is important that the institution notify the I.R.S. of such change in order that the effect of the change may be considered as it relates to the approved exempt status.

The college foundation, within the framework of the approved structure, may assume the characteristics of an institution-within-an-institution and therefore, needs to be staffed in such a manner as to provide for flexibility of operation, but attention must be given to the vital concerns of the board of trustees, that being institutional cohesion. In other words, the foundation must operate as an integral part of the total institution and to the benefit of the total institution, not "an island unto itself."

Foundations may be organized and incorporated in different ways and for different purposes when they are originally designed by the institutions. It depends on what the respective institution wishes to accomplish with their foundation.

It may be that the college wishes to design the foundation to receive and administer gifts, grants, bequests, equipment, contracts and patents which is a common design for educational foundations.

Such a foundation might be organized to promote education, scientific and charitable functions and various other activities.

Additionally, it may foster and encourage education and learning by making gifts, scholarships, grants and student loans. The foundation may be designed to seek, acquire, hold, and use gifts, bequests, devices and endowments for the needs of the college, its faculty, staff and students.

Further, many individuals, corporations, and foundations have policies prohibiting charitable contributions to state-assisted institutions. Those same donors, however, can and will make contributions to public foundations serving these institutions.

A growing number of companies match the employee contributions made to educational institutions. In fact, some firms are now matching on a $2. for $1. or even $3. for $1. basis. The college may want to encourage potential donors to check with their employers or corporations to see if a "matching gifts program" is offered.

At the state level, it may be that an income tax credit law exists which would provide donors with deductions on gross income tax and federal income tax.

One other area which has not been mentioned is the use of the foundation to provide facilities for the college. Depending on the design of the articles of incorporation and scope of approval as a not-for-profit foundation, it may be that the college could benefit from a facilities development program financed by outside sources or even state appropriations and channeled through the foundation as an "arm" of the college.

Such a plan, if approved by the Internal Revenue Service, has a higher degree of flexibility than, in most cases, the traditional channel of seeking direct funding for the college. The, perhaps, most valuable consideration of such a plan is the possibility of a federal income tax exemption by the I.R.S. since the foundation through which the construction funds are being channeled is a not-for-profit foundation and therefore might qualify for the exemption of federal income tax on the construction loan. Such a plan has been implemented by some institutions and proven to be effective.

In most instances, under such a plan, the foundation assumes the financial burden of the facility cost in the form of a loan or mortgage on land owned by the foundation. The loan is secured by the state appropriation or some other guaranteed source which is spread over a designated period of time. During this period of amortization, the foundation is actually leasing the facility to the college it serves as a foundation. When the indebtedness is paid off through, in reality, lease-purchase payment, the facility ownership usually reverts from the foundation to the college.

Community colleges and technical institutes, by design, have the ability to attract potential donors, especially in the areas of occupational education. At the postsecondary level, there exists an established relationship with industry and business, which may be potential sources of funds, equipment, land and buildings.

As we look to the future for community colleges and technical institutes, it is quite apparent that new sources of funds and resources must be found. It will challenge every trustee of an institution of higher education and especially two-year tax-assisted colleges to find new ways to supplement the financial needs of his institution. College foundations are one way of meeting that challenge.

The Interim President — What Are The Options?

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Delaware County Community College
Media, Pennsylvania
Founding President
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Pemberton, New Jersey

Arnold Fletcher, Vice President for Academic Affairs and former Acting President
Thomas A. Edison College of New Jersey
Trenton, New Jersey
Former Dean of Faculty and Acting President
West Chester State College
West Chester, Pennsylvania
Former President, American College of Monaco

When the college president announces his/her resignation, the trustees immediately turn their attention to the recruitment and appointment of a successor. However, there is one more urgent matter that should engage the Board's attention: the provision of solid interim leadership for the college during the period of the presidential search.

The departure of an incumbent president for whatever reason - retirement, resignation, or dismissal - brings a certain amount of turmoil or uneasiness to any college. It is imperative that the trustees promptly provide strong, experienced presidential leadership during this critical interim period.

What are the alternatives? If the incumbent is retiring and has given the Board adequate notice, he/she may continue to lead the institution through the search, selection and even orientation of the new president. This is a good arrangement since it provides for continuity of leadership. The incumbent may also be available to assist the Board in the search process.

If the president is leaving the college before a successor is appointed and "on the job," then the trustees have two viable alternatives for the interim presidency: (1) appoint an experienced member of the college staff; or (2) select an experienced professional from the outside. Let's examine the pro's and con's of each course of action.

Internal Interim Appointment

The trustees may appoint as interim president an experienced vice-president or dean from the local college staff. This option has several advantages.

- An internal administrator with several years of experience at the college will know the college and community well, the organizational structure, the interpersonal relationships, the mission and goals of the college, and the community setting. No orientation period is needed.
- The normal uneasiness during this period may be mitigated with a familiar person at the presidential helm.
- The trustees will have an opportunity to observe the interim president "in action" and possibly consider him/her for the permanent position.

There are also some disadvantages to the appointment of an internal interim president.

- The institution usually operates during

this period with one less executive on the job. While internal adjustments are made in an attempt to cover all tasks, it is impractical to consider hiring another vice-president or dean on an interim basis. Consequently, adjusted priorities for all executives must be set, and some college goals and objectives deferred.

- The interim president is in a very difficult position should the person become an applicant for the presidency. Executive decisions are often evaluated by constituents on the basis of the interim president's candidacy. Remarks like this are heard: "He scored a few points with the Board by consolidating those two clerical positions...by freezing those positions... by reducing travel and equipment purchases."
- Interim presidents as candidates may avoid making difficult and oftentimes necessary decisions for fear of "rocking the boat," particularly if they are subject to pressures from local political factions which may be in a position to affect the final choice for the presidency. This tendency to "mark time" can also affect staff morale which tends to be higher when strong, positive leadership is evident.
- The interim president must supervise vice-presidents and/or deans who have previously been peers. It is difficult for some individuals to adjust to this temporary superior/subordinate arrangement which then reverts to a peer relationship when the interim president resumes the vice-presidency or deanship.
- Presidential decisions during this interim period can sometimes be viewed as "feathering one's own nest." For example, the budget approved by the interim president and the Board may provide an increased percentage for instruction and community education, with no increases in the business and research areas. Imagine the possible reactions of the other deans if the interim president in this situation is the permanent dean of instruction. It is difficult for all constituencies to believe that an internal interim president will act completely impartially. It is equally difficult for the temporary appointee to make completely unbiased decisions.
- Faculty and staff tend to be less responsive to a perceived temporary leader who may one day be serving back in the ranks. Curriculum improvements, recommendations for promotion, decisions on major publications - all may be slow in working up from the ranks because of a sense of impermanence and a "wait and see" attitude.

External Interim Appointment

An increasing number of boards of trustees are seeking a qualified, experienced person from the outside to serve in the critical role of interim president. Although there are some disadvantages to this course of action, such as the outsider's need to become oriented to a new situation and the temporary feeling of campus uneasiness upon the arrival of an "unknown quantity," the advantages far outweigh the disadvantages in the opinion of the authors. A few are suggested below.

- There is no disruption to the administrative organization of the college. A full complement of administrators is maintained.
- The outside person can assume leadership immediately, with no knowledge of internal politics. He/she has "no axes to grind" and can be more objective in performing the chief administrator's role.
- The interim president can assist the Board in the presidential search and selection process. If an outside consultant is also employed, the two can work together as a team, thereby providing more assurance of selecting a group of strong final candidates.
- An experienced outside professional will tend to provide continuity in executive leadership. There is no substitute for previous experience as a former permanent or interim chief executive skilled in supervising divisional operations, ap-

proving personnel selections, directing budget development, dealing with emergency situations, and generally working effectively in the context of "town and gown" relationships.

- An experienced interim president should be in a favorable position to work well with the board of trustees, relieving it of the need to monitor closely the operation of the college under less experienced leadership and thereby enabling it to concentrate on the presidential search.
- The externally appointed interim president will usually be experienced in dealing with accrediting associations and higher education professional organizations, often having served on boards and/or assumed leadership roles in such bodies. This tends to create the impression in the larger higher education community that the college continues to move forward under sound leadership.

Conclusion

As more and more community colleges change presidents, boards of trustees will increasingly face the choices presented in this article. It is the considered judgment of the authors that the option of hiring an outside interim president is the most viable. A successful experience for the Board, the college and interim chief executive can be assured if the following principles are adopted.

- The interim president must be given the full authority of the presidency. He/she is the president during this critical period, and must be so viewed by the trustees and the entire college community. In fact, the Board must make it crystal clear to all constituencies in the college that the person they select is not a "lame duck" or "caretaker" but is, indeed, *the president* during the stated period.
- The title is important. There is a certain stigma to the word "acting." We strongly recommend the title of *Interim President*.
- Successful experience as a college president is essential. Additional experience as an interim president is highly desirable.
- It should be made clear at the time of appointment that the interim president is not, and will not be, a candidate for the presidency.
- The main charge to the interim president should be to maintain the operation of the college, making the necessary decisions that will enable the institution to maintain progress toward its goals and objectives. In other words, the interim task is to "keep the ship on an even keel." Any serious problems need to be addressed and solved, but major changes in mission, philosophy or policy should await the arrival of the new president.

Trustees who follow these basic principles should be able to provide for an orderly period of transition from one president to another.

Who Is In Charge Here?

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This examination of the various bodies having control over community colleges in California can provide insight into similar problems facing community colleges in many other states.

The present time is one of redefinition for California's community colleges because of a number of factors including: (1) the leveling off or dropping of enrollments, which have, up until recently, been increasing dramatically; (2) new legislation; and (3) the gradual proliferation of agencies which send directives to the community colleges, or require reporting from them. The first of these factors has required the reconsideration of what constitutes the "typical community college student", in order that courses and facilities may more properly serve the community that the college serves. The second has required a careful look at the responsibilities and areas of operation of management, and of faculty; and within the latter group of the bargaining agent as distinct from other faculty organizations such as the faculty senate.

The third, which is the focus of this article is the careful consideration of the roles of some of the bodies which have responsibility for the development of the colleges and the directions which their growth will take.

These roles assume a further significance because of the increased emphasis now placed by state and federal government, and by setters of educational trends, on accountability. The instructor is expected to be held accountable not only for subject matter and effective instruction, but also for attendance records which are closely related to finance, both in a general way via ADA and other formulae for state and federal funding, but also in specific areas such as Veteran's Administration funding of the college and of the student. The college is held accountable, not only via its locally elected Board of Trustees to the community, to be responsive to its needs and responsible in its use of public monies, but also to bodies such as the Board of Governors of the California Community Colleges (Board of Governors), the California Post-Secondary Commission (CPEC) and the State Department of Finance, reporting to them as variously required, and receiving directions from them.

Because of the growing trend towards centralization of control, and because of the associated proliferation of form-filling, and information requests, and because of concern that local autonomy, an essential ingredient of the early development of the community colleges, may be eroded to the detriment of the healthy growth of individual colleges, two of the three state bodies mentioned above have stated the need for a careful delineation of powers and responsibility. I find no reference that the Department of Finance is concerned about the areas of responsibility of the Board of Governors and of CPEC, but I do find evidence that the power of the Department of Finance is expanding so that it appears to encroach on territories formerly regarded by the other two as their responsibility.

In 1976 the Board of Governors and CPEC each went on record as seeing a need for the clarification of the parameters of its role. In

addition, partly as a result of the statewide discussion of the *Open Door Report* issued by the Commission, and partly because of increased demands made on colleges to supply that body and legislative groups with data, concerns were being voiced at state and local level about the growing control of colleges by the state and corresponding loss of local autonomy. The *Open Door Report* seeks to delineate the given tasks and developed areas of operation of each of four groups which have direct control over the individual college campuses: (1) The Board of Governors, (2) CPEC, (3) Local Boards of Trustees, and (4) The State Legislature.

In his statement opening the meeting of the Board of Governors in Sacramento, January 14, 1977, Chairman Jones said, "The legislation that created the Board attempted to clearly delineate how our power and authority was to be distinguished from the power and authority of the boards of trustees of local districts. Whether this distinction was clear in 1968 is now moot, but whether it is clear in 1977 is, in part, the responsibility of this Board. Legislation since 1968 as well as the creation of CPEC, has definitely changed the picture — what the picture looks like now depends on who you talk to and which specific subject you address." Certainly a reading of minutes of the meetings of the Board of Governors and of CPEC suggests that in such matters as the approval of new programs and colleges both bodies consider themselves responsible, and it seems there is close contact between their offices. However the emphasis that each was expected to have, according to the terms under which they were set up, was different. Let us first consider the Board of Governors.

Many states choose to have a centralized system of community college governance, in which all institutions are operated by a state board or as branches of a state university. At the opposite end of the spectrum are those states which use the traditional public school pattern. They delegate the power to maintain community colleges to a unit of the local government. A state-level coordinating board sets the policy limits within which these local sponsors operate. Even here however, the state does not relinquish any of its rights — it can reassume delegated powers at any time. Still other states occupy a half-way house. They have state boards which both coordinate and perform some operating functions, while other powers are assigned to local advisory boards set up for each college.[1]

States such as California with a tradition of locally controlled institutions "have attempted to tighten up their operations in the interests of increased efficiency."[2] For fifty years the California community colleges because of their being part of the kindergarten through fourteenth grade responsibility of the State Board of Education, were not singled out for considerable state supervision, and each college was left free to develop much as the desires of the local community dictated. "By the 1960s the California community colleges were envied and emulated throughout the world, heralded as the "only truly American institution of education." Although they reached this pinnacle with a minimum of state involvement, the legislature at that time decided to improve on nature by changing their mode of governance. For the benign neglect of the State Board of Education it substituted the active attention of a separate Board of Governors and a greatly expanded staff."[3]

The Education Code charges the Board of Governors with general responsibility for "leadership and direction in the continuing development of community colleges... maintaining and continuing, to the maximum degree permissable, local autonomy and control in the administration of Community Colleges."[4] It states that this state-level responsibility for leadership and direction may be discharged in part by systematic and effective planning, using a

coordinated decision process and broad participation by those involved. To this end the Board holds open meetings each month and receives testimony on its published agenda from anyone asking to address the Board, whether administrator, faculty member, trustee, organization representative or member of the general public.

The Education Code further requires that the Board "review and approve academic master plans and master plans for facilities for each Community College district," and that it "prescribe minimum standards for the formation and operation of public community colleges and exercise general supervision over public community colleges," and "coordinate and encourage interdistrict, regional, and statewide development of public community college programs and facilities."[5] Finally, Community Colleges are required to submit five-year plans, updated annually, to CPEC. These plans are then integrated into the commission's overall plans for California post-secondary education.

The original Board were all appointed by one Governor — one of the ways in which the State legislature has an enormous influence over the policy being set for the colleges. They are budgeted in the Governor's budget ($1.4 million in 1977-78 including $77,700 for the second phase of the Community College management information system.)[6] They establish priorities in order to decide on capital expenditures of state monies, provide input into legislative and other state planning committees, and generally serve as a distributor of information to the government from the colleges and to CPEC, and to the colleges from other organizations. They consider legislation proposed either by their committees or by other agencies, as such legislation will affect the community colleges, and look out for the interests of the colleges wherever necessary.

Their meetings are usually preceded by meetings of the committees that are appointed to consider special areas of concern, and like the meetings of the Board as a whole these are open to those who wish to attend, and testimony is received from anyone wishing to address the committees. There are standing committees on finance, legislation, vocational education, procedures, the five-year plan, and two appointees to the Postsecondary Education Commission. And in addition ad hoc committees are set up, or members agree to meet with specific groups to address specific questions.

The concerns of the Board of Governors are thus many, but they are focused specifically and only on the community colleges. They therefore look with disapproval on too specific an interest in the community colleges by other groups which they see as having the task of looking at the concerns of the community colleges only as they relate to other sections of the educational community, or financing. For example, in their report on the *Open Door Report* of CPEC, they commented on a section which says:

> In order to ensure that equality of opportunity is not compromised by local actions, the Community Colleges, with the assistance of the Postsecondary Education Commission and the Board of Governors, should develop and implement procedures for monitoring the effects on students of educational policies and practices adopted by local boards of trustees in areas in which they have been given autonomy by the Board of Governors.[7]

Their comment is that "the role of the Postsecondary Education Commission in such monitoring appears inappropriate. The Commission interest should stress intersegmental rather than intrasegmental or interdistrict concerns. While the achievement of equal opportunity for postsecondary education is a stated goal of the Commission, many issues other than the

one cited in this study relate to this goal. Commission evaluation of the achievement of that goal should be comprehensive, relating to all postsecondary segments both public and private."[8]

How then does CPEC see its role? In 1974 CPEC replaced the Coordinating Council of Higher Education. It had more public members than its predecessor and was broader in influence. In a report dated October 11, 1976, and revised in December of that year, the Commission declared its policy as to its role in the state's education system. The necessity for this statement grew out of the fact that the law which created CPEC, (AB770, Chapter 1187, Statutes of 1973), while it assigned a variety of functions, did not, by itself, fully define the extent and nature of the commission's role. Because "that role is shaped by the influences of the Legislature, the Governor, other governmental agencies, and segments, and by the philosophies and perceptions of the commissioners and their staff,"[9] the report set out to define "certain characteristics of its philosophies and its operations."

The following characteristics were enumerated:
(1) the Commission is advisory to the Legislature, the Governor, other appropriate governmental officials and institutions of postsecondary education.
(2) Because its composition gives it statewide perspective, twelve members being appointed as representatives of the general public and eleven appointed by the governing boards or associations of the educational institutions it is able to strike a "balance between the totality of the educational structure and the general public."
(3) the Commission is dedicated to a policy of maximum consultation with all parties involved in every issue,
(4) the Commission believes it must chart its own course within the statutes that govern it,
(5) While it is advisory, it must present its findings and recommendations to the Legislature and others in the most forceful way possible.
(6) it regards itself as an advocate of fulfilling the postsecondary education needs of the people of the State of California, and
(7) evaluation.

These characteristics, which distinguish CPEC from the Board of Governors only in such narrow ways as the consideration that while CPEC has all postsecondary education as its responsibility, the Board of Governors is concerned with only one segment, determine the way in which CPEC carries out the functions spelled out for it under the law.

Specific areas of the Education Code require that CPEC be the "primary source of information for the legislature, the Governor and other agencies, that it develop a comprehensive data base, that it collect information and conduct studies of projected manpower supply and demand and disseminate these and that it keep an up-to-date inventory of off-campus programs and facilities for education, research and community service." It is charged with requiring of governing boards of the public segments institutional and system-wide, long-range plans preparing a statewide integrated plan, updated annually, advising on state budgeting, planning as outlined under Title X, section 1202, and "other functions and responsibilities appropriate to its planning role". It is required to establish a schedule for review of educational programs, reporting its findings and recommendations to the Governor and legislature, reporting also on the financial condition of independent institutions. It must develop criteria for evaluating the effectiveness of all aspects of postsecondary education, and review all proposals for changes in admission eligibility pools for public institutions. It reports and makes recommendations on funding and administration of innovative programs and projects and identifies societal and educational needs, "encouraging adaptability to change."

In addition CPEC has a number of coordinating functions, with suitable authority having been granted it by the legislature to require data on a wide range of matters pertinent to planning, policy development, articulation and coordination, from public governing boards and institutions.

CPEC states that it cannot be a "mere conduit for the views of the segments" and that is does not intend to move to the status of a regulatory or "super" board agency. It opposes any function being assigned to it which would compromise the independence and quality of its advice, not wishing to take on the administering of state funded programs or the allocating of state grants. It claims that the Legislature and the Governor should give primary consideration to their advice as to how each program should be operated and who should administer the grant, and that to CPEC should be left its statutory responsibility for evaluating the effectiveness of such grants. It sees the evaluative role as becoming more important in the years ahead.

Like the Board of Governors, CPEC develops a five-year plan of its own. In the minutes of the Statutory Advisory Committee of CPEC of January 18, 1977, it is recorded that the committee agreed to develop a process for identifying the issues facing Postsecondary Education, so that each yearly update could analyze the issues to be addressed during that year, providing definitions of these issues, and describing actions taken with regard to the issues identified for the year past. The enabling legislation creating the commission designates it as a Statewide Planning Agency under Section 1202 of the Education Amendments of 1972. Under this section CPEC is charged with general statewide planning, as well as commenting on proposals submitted by California agencies and institutions to the Federal Fund for the Improvement of Postsecondary Education and the development of a statewide plan for the expansion and improvement of community colleges in order for the state to be eligible for federal assistance to the community colleges under Title X. Thus, although it has coordinating functions which its title indicates, it also has duties specifically related to the community colleges.

In order to carry out its work CPEC has a number of standing committees created to collect information on such matters as how best to obtain funding for special activities, or how best to obtain advice on specific issues from diverse groups throughout the state, or give policy guidance in the development of state plans through the evaluation of the effect of current and proposed federal policies and legislation. Here there is inevitably some duplication of the role of the Board of Governors.

The present standing committees are not directly concerned with the community colleges specifically. They are: coordination and review, evaluation and effectiveness, federal programs, government relations, information systems, internal organization, nominating, and planning. Besides these there are a number of ad hoc committees created to address special projects. These include four new ones on student affirmative action, financial conditions of institutions, lifelong learning and vocational education. Of these the two latter have a considerable interest in the community college, and their recommendations will receive close scrutiny by the appropriate committee of the Board of Governors.

One of the key areas of influence of CPEC, and an area where the Board of Governors feels its prerogatives have been encroached upon is that of establishing "the need for and location of new facilities" and the "need for and location of new institutions and campuses of public higher education."[10 11] The Ed. Code requires that CPEC "consider" these needs, but the need to establish new community college campuses is clearly within the framework of the guidelines set down for the Board of Governors, and there is no

guarantee that the two bodies will agree every time as to need or location.

The third entity whose actions have a bearing on the development of each community college, is the local board of trustees. As already noted, for many years state agencies let these boards well alone. At this point in time, however, some of the powers formerly delegated to local boards are being gathered back into the hands of the state agencies. "Although the basic commitment to local control was left intact, (by the legislature) the potentiality for increased state coordination and control is evident."[12]

Some of the duties of a local board are legislative, a few are executive, some are clearly judicial and others appear to be hybrid. Their duties cover an area gradually narrowing as state and federal legislatures, regulatory agencies and courts assume more. "But the local board's powers were never supreme, they were only on loan from the state — which both giveth and taketh away. Trustees still are responsible for taking all the steps necessary to assure the smooth operation of their community college - unless a governmental unit with superior jurisdiction has already pre-empted the field."[13] Since the legislature still mentions the desire to retain local autonomy as far as is possible, here is the crux of the overlap problem for the boards of trustees.

The local board sees that directives of other governmental units as well as its own, are carried out, and hears appeals from those who are dissatisfied with any aspect of college operations. The duties may be summarized as follows: (1) establish goals for the college, (2) plan ahead, (3) find the funds to attain the goals (Although major finance decisions are often made at state level, boards decide on fees and tax levies - in all this acting only within the parameters established by the state laws and regulations) (4)provide for building from various sources of funding, (5) staff and working conditions, (6) administrative structure, (7) student affairs and services, (8) evaluation, and (9) judicial duties. Perhaps the only true executive function "remaining firmly in the hands of the board is the hiring of the president of the college."[14]

But its most central responsibility is to provide educational offerings appropriate to the needs of the community. This includes general education, needs of special groups, remedial help, and standards for admission, disqualification and graduation. Also the board is responsible unofficially for college-community relations and ceremonial functions, and establishing the college climate; and it provides leadership to the community concerning college matters.

In many of these tasks trustees rely heavily on on-site administrators. The same distress that is felt by local boards when powers previously delegated to them by the legislature or by the Board of Governors are taken back, is felt by administration and faculty when powers delegated to them by boards of trustees are withdrawn. Despite claims boards who retake the power delegated formerly to staff are "usurping power" it is [illegible]e within their rights to do so. The only thing a board is guilty of is "inconsistent application of the power only it possesses.... What is generally lacking is a description of the ebb and flow of delegation between the delegator and the various delegatees."[15]

All participants need to know ahead of time just how much weight will be given their advice. And in areas where formerly delegated powers are now being taken back into the hands of the delegator, whether that be the legislature, the Board of Governors, CPEC or any other, special care needs to be exercised in the communication of decisions, so that expectations based on former situations, are not dashed.

Local boards initially exercised almost complete authority over the colleges for which they had responsibility, making rules and

administering them. Then other agencies of government took over some powers, and the boards delegated others to faculty and administration. Since the mid-twentieth century, boards have been becoming more intimately involved in governing, and have taken back to themselves some previously delegated authority.

The really decisive voice in the affairs of the community college, however, is that of the state legislature. "Within the limitations imposed by the state and federal constitutions, it literally has the power of life and death over public higher education. The legislature alone decides 1) if there will be community colleges and 2) how they will be governed."[16] Having decided to have community colleges, the state determines the system of governance, establishes the method and level of funding, regulates their operation via statute and administrative directive, and charts the future by means of a master plan.

At the same time Congress and the Supreme Court are increasingly responsible for laws and decisions in such areas as due process, free speech and student records, all of which affect community colleges. Federal aid is provided under such headings for such projects as legislators consider worthwhile, and the manner of their use is strictly regulated. Growing state control and coordination of higher education parallels the growth in federal influence on community colleges.[17] This may be again through the control of special funding, or as a result of a particular legislator's finding fault with one institution, and initiating legislation because of this, that will affect all.

How far should the State's control extend? Should it actually operate colleges, or should it confine its attention to assuring that they are provided for by units of local government? The strong voice in favor of the former speaks of efficiency, economy and equality of financial support. "It is clearly simpler, from the state's point of view to administer one system of community colleges than to work through cities, counties or special districts. State systems, however, are almost inevitably characterized by rigidity, conformity, impersonality, and, in the long run inefficiency.[18]

Those who favor local autonomy on the other hand, consider it as allowing experimentation, flexibility, diversity and sensitivity to the needs of the community the college serves. It seems that "only a deep ideological committment to local autonomy and a strong indication of support on the part of the electorate can prevent state lawmakers and officials from exercising their latent power over the community colleges."[19]

Although we like to think of the colleges as creatures of local government, actually every level has a voice in their operation. First comes the federal government which "keeps an eye on the whole show from afar." Then comes the state legislature and in particular the Department of Finance, which controls programs and building expansion in some detail because of its control on purse strings. As arms of the legislature, next comes CPEC with its overall planning and its specific duties with reference to expansion in community colleges (linked to federal finance). And then, sometimes overlapping in interest, there is the Board of Governors, more intimately and only concerned with the community colleges. Then come the local boards of trustees and the administrations, faculties and staffs AND the students which are their concern. These, together with the communities in which the colleges stand each have some say.

With so many diverse segments, the process of open communication is vital both within the college and between the college and the bodies filling the various roles in charting its future. "The dream of collegiality, of decision-making by the community of scholars, is a powerful and enduring one.

Thus even the most "backward of today's community colleges exhibit some elements of the dual authority structure common in American higher education."[20] "Even though there is inevitably some degree of conflict as to whose opinion should carry most weight on any particular issue, authorities on the whole seem to agree that a system in which segments all have their views taken into account leads to willing cooperation and therefore smoother progress."

This is the opinion expressed, for instance, in the *Final Carnegie Commission Report* issued in 1973, which finds that it is not easy to determine who should govern higher education. The authors reject the concept of "consent of the governed," on the grounds that educational institutions are not "governments" with coercive power to enforce the law, but rather "services" which people choose to obtain or forego of their own free will. The final summation is:

> "The governance of higher education, we believe, is more a matter of how good decisions can be made than it is one of any single clear principle to be followed. We have concluded, generally, that the structures for governance for higher education in the United States are adequate as they now exist, with the need for improvements rather than for basic reform."[21]

1. Mary Lou Zoglin, "Power and Politics in the California Community Colleges," p. 14.
2. Ibid, p.16.
3. Ibid, p. 17.
4. See California Community Colleges 5 Year Plan (Board of Governors) p. 2.
5. Ibid.
6. Chancellor's Report, as published in the minutes of the meeting of the Board of Governors, Jan. 14, 1977.
7. *The Open Door*, p. ix.
8. Review of the final report of *Through the Open Door*, Agenda 25, p. 18.
9. California Postsecondary Education Commission Report. "The Role of the Commission in California Postsecondary Education: A Declaration of Policy, Oct. 11, 1976.
10. Ed. Code section 22712.
11. Ms Deedy and Ms Trapnell in discussion of new campuses, Board of Governors, Jan. 1977.
12. Zoglin, op. cit., p. 17.
13. Ibid., p. 72.
14. Ibid., p. 76.
15. Corbally, J.E. Jr., "Boards of Trustees in the Governance of Higher Education," *Theory and Practice*, Vol. 9: 239-43, pp. 241-242.
16. Zoglin, op. cit., p. 13.
17. See "Problems and Perceptions on Control and Coordination," Report to the Board of Directors of the CCJCA, Sept. 12, 1973, p. 1, and Blocker, Plummer and Richardson, *The Two Year College: A Social Synthesis*, Englewood Cliffs, New Jersey, Prentice Hall, 1965, p. 100.
18. Zoglin, p. 164.
19. Ibid.
20. Ibid., p. 112.
21. "The Final Carnegie Commission Report," *Chronicle of Higher Education*, Oct. 9, 1974, p. 14.

The Role of the Board of Trustees, The Board Chairman and the Superintendent/President

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College boards of trustees are largely reflections of the personalities of the members, as are the ways in which the Board Chairman and the Superintendent/President operate. For this reason, no two boards operate exactly alike. Little is written on what boards are to do or how they are to do it so most of the material available is a compilation of experience.

The college board of trustees is elected by the voters of the district to oversee the management of the college district for the educational good of the community. Trustees act only as a board — not as individuals. No member may act for the board unless specifically authorized by the board to do so. It is a team function.

What does a board do? Basically, it makes policy. In doing this, the board develops the educational philosophy and sets the goals and objectives to carry out that philosophy. It should also evaluate the methods of achieving those goals and objectives. This is a difficult and imperfect task but there are tools available. The board also establishes educational program priorities. Probably the most important single thing it does is to hire a Superintendent/President to see that its policies are carried out.

It has been said that it is the board's job to keep an eye on the operation of the college but to keep its fingers out of it. Board members can and should ask questions and make suggestions. *If done properly*, it is not meddling in administration. Board members must continually monitor their behavior and actions lest they hinder rather than facilitate institutional productivity.

In order to reach valid decisions, the board needs information in the form of staff input. Here we have a lay board receiving information and recommendations from professionals. Should their recommendations be accepted without question? My answer is "no." You will find varying viewpoints presented by the staff, many of them quite parochial. Everyone tends to protect his turf. The board usually has to consider other factors in addition to those in a recommendation and therefore the information must be weighed and evaluated before a decision is reached. Curriculum is a particularly sticky subject in this regard but it is a dereliction of duty to totally avoid it.

Board members have an obligation to their constituents and the district to give open-minded attention to all matters coming before the board. Those who come to their boards as single issue trustees do their district a disservice and limit their own effectiveness. Many of you are fresh from campaign rhethoric. For you, a word of caution — proceed slowly, it may keep you from getting egg on your face. Besides that, you have several years to keep your campaign promises.

The Chairman of the Board in California is elected every year at the organizational meeting. While many think of the position primarily as the "chair" at board meetings, I assure you there is far more to it than that.

The Chairman represents the college/district on many social and official occasions. The Chairman is the one usually called by the inquiring reporter about a story or problem concerning the district. As

such, he or she is the district in the eyes of many people.

In what is probably the most important function, the chairman works closely with the Superintendent on many things which are not very visible but which play a large part in the smoothness and efficiency of the board's function. These activities include preparation of the agenda, going over the agenda items and back-up materials with the Superintendent prior to meetings, working out procedural strategy for the meeting, discussing press and media releases, and sometimes serving as an ambassador, mediator, or sounding board between the board and the Superintendent. Many hours can be involved in all this and not all Chairmen do these things, but unless they do, they are nothing more than figureheads serving only as facilitators of the public meetings.

Chairing the board meetings until not long ago involved handling routine items, an occasional big issue, but usually meetings were short, uncomplicated, and held once a month. Not any more. There are many and more complicated issues facing a board than before and many of them attract more heat than light when discussed. Thus, the Chairman is often called upon to reach back for ideas and to exert intestinal fortitude in order to keep a meeting on a balanced course. There is a very delicate line between the true exchange of ideas — and utter chaos. Chairing a meeting in such a manner as to define the issues, to get the various ideas and opinions in the open from all board members and then, at the proper time, to drive to the necessary conclusions and decisions is a difficult task. A good Board Chairman needs these skills.

The Chairman should also serve as a facilitator for the internal operations of the board by talking with individual board members from time to time and making them feel effective and able to maintain their personal integrity.

The Superintendent/President has two primary functions. First, to be in charge of the overall administration of the district and, second, a public relations function by representing and frequently speaking at many local functions and before service clubs.

It is essential that there be a close and effective working relationship between the Superintendent, the Board Chairman and the board. A key element in this is open, direct communication. The board and the Superintendent should decide how this is to be done. My recommendation is that this communication be through the Board Chairman for both ease and effectiveness. This should not preclude any board member communicating directly with the Superintendent, or vice versa, if either feels it is necessary or desirable.

Before any of this communication can take place there must be an atmosphere of mutual trust among all parties. If there is not, it will be replaced by misunderstanding, fighting, and bitterness and thus work to the detriment of the educational process. Mutual trust must be worked at to be accomplished. It is not an event — it is a process.

In most districts the board communicates with the staff through the Superintendent and the staff communicates with the board through the Superintendent. The reason for this is that the Superintendent is responsible for the administration in accordance with board policy and instructions. Every Superintendent has the right to expect the board to deal with him/her as the chief executive officer of the district. Superintendents who practice full information disclosure, who communicate bad as well as good news, who do not trick or surprise the board are likely to have a board/superintendent relationship free of misunderstanding and conflict.

In conclusion, it should be remembered that

the responsibility to the community and to the students for all that does or does not happen within the district lies with the board of trustees. It can and does delegate authority but the responsibility never shifts from the board.

The board is the leadership of the district and how it does its job sets the tone for how the college is run and how the students are taught. A dedicated, hard-working board, operating as a team will find that it is overseeing a college that is meeting the needs of its students and of the community — and that is what community colleges are all about.

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Energy Conservation for Community Colleges and Other Public Agencies

Lou Ridgeway, Trustee
San Diego Community College District
San Diego, California

Trustees who are governing by rote are ineffective, to say the least. Because the only thing permanent is — change.

Trustees must reevaluate constantly to adapt to change. Nowhere is this change felt more than in the changing cost of energy — electricity, gas, and oil used in large amounts by community college districts.

The Natural Gas Policy Act was signed into law in 1978 and is designed to remove government fixed prices on Natural Gas, so that under the terms of the deregulation, gas prices will rise 70% by 1984. Here Trustees have two choices: discontinue the use of hot water or pay the price.

Electricity costs in California are regulated by the Public Utility Commission of California, but the true key to the cost is the price of OPEC oil — which has gone from $3.00 a barrel to $32.00 in five years.

The San Diego Community College District was paying 4 cents a KWH in 1976, and today is paying $6.63 — an increase of 40% in the cost of using 100 watts of electricity for one hour. Our current monthly gas and electricity bill is $101,336; and our local utility company, which generates 60% of its electricity requirements using OPEC oil, is seeking Utility Commission approval for a rate increase of approximately 40% before the end of the year. Here again, trustees have an untenable choice — give up lighting and airconditioning or pay the bill.

But we can, as alert Trustees, take the lead in initiating energy conservation. The savings possible are surprising.

The Federal government and the State government have expended large sums of money to assist local public agencies to take these steps toward conservation. It is imperative that every public agency, in particular the agencies involved in education, make the effort required for sound and reasonable use of our diminishing natural resources.

Logical Steps for Implementation

It is unfortunate that many public agencies are not aware of how their energy dollar is being spent or of the areas where major or very minimal savings are possible, due to particular energy needs. It is suggested by the Federal and State governments that the first step to be made is to conduct a Comprehensive Energy Audit of all existing facilities. The benefits of an energy audit are numerous. The most prominent result is the district becoming aware of the many steps that can be taken which cost little or no money to accomplish and yet result in a significant reduction in energy bills and conservation of fuel.

As an example, it is found in most school districts that there are areas which have been overlit, resulting in 100 to 125 foot candles of light in areas which could function very adequately with a standard of 75 foot candles of light. By the simple expedient of removing one fluorescent tube or more from the fluorescent light fixtures it is possible to maintain an adequate light level and, at the same time, make a significant saving in the energy consumed.

Under the present California program the only energy audits accepted are those which

have been conducted by a certified energy auditor. The Chancellor's Office of the California Community Colleges has taken the lead in setting up three-day training sessions at community college campuses throughout the State to certify individuals to conduct energy audits. It would therefore be to every district's advantage to assure that at least one or two employees attend these classes and become certified energy auditors. Many commercial firms have certified auditors who can provide this service for a district. However, having the in-house capability to perform this service is very beneficial in that not only can an initial audit be made, but an on-going review can be maintained on existing facilities as well as on proposed future facilities.

The purpose of requiring an energy audit before a district is eligible for any financial assistance to take further steps in energy conservation is to assure the Government that a district has taken all reasonable action on low or no cost items within their facilities, such as the reduction in light levels mentioned above and proper scheduling to reduce energy use during high consumption time periods.

Major Modifications Which Can Result In Energy Savings

In addition to the low or no cost items mentioned in the previous section, a review should be made of the major energy consuming units within every district to determine what steps can be taken to reduce this consumption. This review can be made usually by the maintenance supervisor or the maintenance engineer of a district. If that is not possible, private mechanical engineering firms can provide this service for a fee.

The following lists some of the items which have been undertaken by the San Diego Community College District to reduce energy consumption.

1. Five major air conditioning systems at City College have been converted from a reheat system, with economizer cycles added to use outside air whenever possible for natural cooling. This one step has drastically reduced the air conditioning load on the chiller during a large part of the year.

2. Controls have been added to the boiler system at both Mesa College and City College to automatically shut down when outside air temperatures indicate they are not required.

3. Three boilers have been connected to dual fuel with standby oil tanks. This will provide better reliability to heating systems during critical cold weather and conserve natural gas when it is in short supply.

4. A large number of incandescent lighting fixtures have been replaced with mercury vapor, metal-halide or fluorescent type. This has provided better lighting with less energy consumption.

5. A large number of supply and exhaust fans have been slowed down, which has reduced power consumption considerably.

6. Time clocks have been added to a large number of equipment and lighting circuits. The equipment and lights can now be scheduled when actually needed, automatically.

7. Boilers have been checked and adjusted for optimum combustion to obtain maximum efficiency from fuel burned. These boilers use natural gas to heat the buildings and provide hot water.

8. A pool cover has been added to the swimming pool at Mesa College to reduce heat loss at night and on weekends when the pool is not in use. Previous to installation, water temperature dropped 30 degrees overnight. Now the pool cover limits temperature drop to 14 degrees.

The above are examples of the many

various steps taken by the San Diego Community College District to reduce our energy consumption. This has not only conserved energy, but has resulted in a considerable reduction in our utility bills, which have been increasing annually at a significant rate; and the energy audit and implementation were largely done in house with District employees.

Energy Management Systems

The energy crisis facing our nation has resulted in a number of firms marketing Energy Management Systems. These computer systems provide standard automation and control features which result in a significant reduction in energy consumption. Primarily using a process of load shedding, these systems are able to reduce a facility's consumption without a noticeable reduction in the environment within the facility. Many systems have indicated that their experience has shown a reduction in utility costs of 10%, which in some cases can result in a pay-back period of two or three years. Obviously, systems of this type should be given very high priority by a district when reviewing budget requests for the upcoming years.

The equipment going to bid for the San Diego Community College District will cost approximately $150-200,000 installed, and have a pay-back period of 3½ years. The small computer system recently installed at Rio Hondo Community College District had a total cost of $60,000 and immediately resulted in savings of $7-$9,000 per month.

There are, in addition to the benefits with respect to energy, other significant advantages. These same systems can include security monitoring capability as well as the monitoring for maintenance needs on large equipment.

Future Facility Design Considerations

In addition to doing everything possible to reduce energy consumption in their existing facilities, a district should give very careful consideration to reviewing all future plans for facilities to be assured that every possible design technique is incorporated to reduce the initial need for energy. Various "passive systems" have been incorporated in facility designs by imaginative architects with a very beneficial result. Simply, this means perhaps putting windows in buildings for ventilation and positioning buildings to use more sunlight for natural heating. We must use our ingenuity to forego higher energy use.

To assure that this is done for every project, the San Diego Community College District Board of Trustees approved an item on January 7, 1980 which requires that staff advise the Board of every project where design control could result in reduced fuel consumption. Architects employed by the District are advised of the importance which the San Diego District places on fuel consumption and the architects are requested to look into both passive and active systems for the conservation of energy.

Conclusions

It is clear that the conservation of energy cannot be accomplished by any one step. It requires a series of items and an awareness for the need of conservation. By taking the leadership and making the staff aware of the District's need, as well as the nation's need for conservation, the steps become easier to take and it is surprising the cooperation and help that can be forthcoming from staff as positive steps are taken. It is hoped that if everyone participates in the program and understands the need, our future energy problems will no doubt be lessened significantly.

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Presidential Evaluation Techniques

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Presidential evaluation across the country is in a mess. Some of the best community colleges don't do it. Many of the rest don't do it well. And presidents, by and large, abhore it.

Too many evaluations make presidents feel like the lambs in the lion's cage. You may have visited the zoo with the cage labeled "Coexistence." In it were a lion and some lambs. Somebody asked the zoo director how he was able to arrange this coexistence.

"There's nothing to it," he said. "Every now and then we just add a few fresh lambs." That may account, in part, for presidential turnover. It also fits with George Bernard Shaw's opinion. He said that we should all be obliged to appear before a board (the lion) every five years and justify our existence, on pain of liquidation. That does sound a little severe, but I've heard some presidents say they "die a thousand deaths" whenever they face the board at evaluation time.

I personally believe an evaluation of the chief executive is both desirable and necessary. The form and substance of the process is the key to success or failure. It's my opinion that most board president evaluation sessions aren't productive and are oftentimes counter-productive, when assessed against the time and effort spent by both parties. Most boards haven't yet found the key.

Before seeking the right way to evaluate, it seems appropriate to ask: Do we need to evaluate at all?

A 1976 study by Surwill and Heywood indicated that only a small percentage of colleges engage in a formal evaluation of the president. I suspect that the key word here is formal, because all chief executives are informally evaluated at each board meeting.

We can't avoid evaluation; it constantly takes place. People have opinions and they express them. At a recent board meeting at Lane, one of our board members shared with the audience his view that the majority of the board tended to side with the president in most decisions. He said, and I'm quoting, "It's my personal belief that if President Schafer wanted to send soy sauce to the Chinese, he could get four votes for it." Happily, the board member added that this support reflects "a belief in the quality of what he (the president) does."

In fact, some 91 percent of our board's decisions in the past two years have been unanimous. The 4 to 3 "rubber stamp" vote for whatever the president wants is thus a myth. My point is, however, that this kind of informal evaluation goes on, and it can't be stopped.

Sometimes the remarks concerning some presidents may not be favorable, leading to the following situation.

A president's son was asked, "What's the size of the Board of Trustees?"

The little boy replied, "About five feet two inches."

"I meant how many members on the board," the questioner said. "How do you get five feet two inches?"

"Well," said the president's son, "My father is six feet tall and every night after a board meeting, he puts his hand to his chin and says, "I've had the Board of Trustees up to here!"

I've talked to a considerable number of presidents about their views of formal evaluation. Almost without exception they find it to be a negative and degrading experience.

Once a year, during the past three years, I've conducted my own informal survey of the practice of presidential evaluation. I've interviewed the chief executives of 15 of the nation's most respected community colleges, those noted for their outstanding programs and national leadership.

Would you believe that in no instance were the presidents involved in a formal evaluation process with their board.

These chief executives were uniformly opposed to a formal evaluation. They indicate that neither they nor their board members felt that such an activity would improve the college's performance. Rather than a formal evaluation, using the traditional format of evaluation forms, these executives met with their boards annually or semi-annually to discuss critical issues and the status of previously agreed upon goals and objectives.

Their boards seem willing to leave well-enough alone. If a board is reasonably satisfied with administrative operations, why get into a complicated evaluation program?

Robert C. Nordvall, in *Evaluation and Development of Administrators*, says there are usually three reasons given for evaluating formally.

First, he says there are external and internal demands for accountability. People want to know: How successful has the president been?

This gets us right into the politics of evaluation. Joseph Kauffman, writing in *New Directions for Higher Education* in 1978, cautioned that the imposition of an evaluation system is often just a symbolic act. It gives the appearance of greater control of the chief executive. Unfortunately, it also gives the appearance of dissatisfaction by the governing board. Kauffman suggests that, in the rush to be accountable to the legislature, some institutions have established formal evaluation systems without adequate preparation.

Another disturbing trend with political overtones is the call for "public evaluation" of the chief executives. In states such as Oregon which have strict "open meeting" statutes a number of public schools and some universities have succumbed to newspaper editorial calls for evaluations to occur in public sessions.

I remain firmly convinced that such action is counter-productive and degrading to the office of the presidency. I have yet to find any personnel administration literature which supports such tactics. If a public report of the evaluation is to be made, it should be done in such a way as to enhance the office rather than degrade it. After all, the president is the chief administrative arm of the board.

Nordvall says the demands for accountability also come from such groups as the faculty. If they're to be evaluated, they want the president to be evaluated, too. The hitch comes when they also want to set the criteria.

Last year our board expressed a desire to involve staff in the evaluation of the president. It was left up to me to develop the process. I decided, perhaps unwisely, to appoint eight former faculty and classified union presidents, five mid-level managers, and three past chairmen of the Faculty Council, and the student body president.

This group was given a free hand in structuring the evaluation process — (Perhaps another unwise decision on my part.)

The net result was much frustration and literally hundreds of hours spent developing a form which most agree was probably the weakest link in the process. More time was spent completing the questionnaire followed by a computer program to analyze the results. While this process was going on, the board was also engaged in the "Rating Game."

The bottom line is that I survived the ordeal quite well, thank you. I did learn some things from analyzing the results of both evaluation forms. In all honesty, I can't say that I learned anything new. I believe there were some positive results, however. Faculty, classified, and mid-managers had an opportunity to express their opinions, and to make suggestions.

After all that sincere effort, I had to ask myself — in the words of the Peggy Lee song of some years back — "Is that all there is?"

Nordvall's second reason for a formal evaluation is: To improve performance. The board identifies weaknesses, if any, and works with the president in establishing a plan to deal with them. I think most presidents could accept this, because it's difficult to object to help in doing one's job better.

But, let's not assume that this will result in better management of the college. The researchers are careful to say that improved presidential performance cannot yet be correlated with better overall management of the college. Too many things are beyond the president's control. Nor has it ever been substantiated that better management by the president leads to increased student learning, the real mission of the institution. Nobody claims this.

Nordvall's third reason for formal evaluation is: To improve the functioning of the college. This goes beyond individual performance, to find weaknesses in the organizational structure and to devise plans for correcting them.

Again, presidents can accept this. None wants to let weaknesses go uncorrected. So, why is it that most college presidents have little confidence in the evaluation process? The obvious answer is they don't see it as reasonable, constructive, or fair.

Boards face the challenge of deciding what should constitute an adequate description of today's presidency. Pick up eight books and each will offer a different role. Just one example: I'm not at all sure that the president is the instructional leader today, especially in a state with strong collective bargaining statutes.

Before a board can evaluate a president, it must decide not only what the president's job is, but also what is its own role. Neither is an easy chore. The thicket of management literature indicates that many have tried to define both roles, but few have agreed. Management, after all, is a very young science (in fact, it is still very much more art than science) and the study of community college management is so young that it may be fair to say that it's all art. Therefore, who can say what is right and what is wrong. "Right" is what a board and its president can agree upon; and that will likely change as soon as the composition of the group changes.

Among the theories as to the duties of a board is that of Peter Drucker. In his book, *Management: Tasks, Responsibilities, Practices*, he says a board has three functions:

> First, to serve as a review organ. To counsel, advise and deliberate with top management, not as part of top management but as knowledgeable people who are available to top management. The

board goes wrong, Drucker says, if it attempts to control top management on a day to day basis and to dictate direction and decisions. If it becomes the boss, it becomes an adversary of top management and cannot act in the interest of the enterprise.

Secondly, Drucker says it is the duty of the board to review top management performance regularly and in depth, and to remove top executives who do not measure up to very high demands. Notice that he says top executives are paid for performance. It is how the evaluation is done that gives us — board members and presidents — fits. More about that in a minute.

Third and lastly, Drucker says a board exists to serve as a community relations organ. It is to listen to the various publics so as to understand them, and it helps the publics understand and appreciate what top management is doing.

If nothing else, Drucker's short list underscores the point that a board must be set up with specific functions with clear objectives, if it is to perform.

Like board members, the president has duties which differ fundamentally from those of the rest of the organization. College departments are assigned specific contributions — the Math people teach math, the custodians clean up. Top management, however, is multidimensional. The challenge is to see and comprehend the whole, of which the departments or divisions are just a part.

Drucker says top management concerns itself with those things of crucial importance to the success and survival of the organization and which can only be done by top management. If a job can be done by anyone else, it's not top management.

He lists such duties as thinking through the mission, setting standards, building and maintaining the staff, major relations with government and other groups that affect the organization's capacity to perform, ceremonial functions such as dinners and civic events, and being the take-over person in major crises. And so on. The list grows out of the mission and purpose of the organization.

Doing all these jobs requires diverse capabilities. Drucker says the president is a thought person, action person, people person, and front person. It's very difficult for one person to be all these things, and so the president may choose a team approach, to surround him or herself with people with diverse competencies. That may muddy the waters when it come to the presidential evaluation, since the president takes the heat if the job done by the team is inadequate.

Assuming that the board and president can agree on the basic outlines of the president's job, a miracle then must occur. They must have a meeting of the minds on how they'll decide if the president is getting the job done.

The hard part of appraisal is deciding on standards of performance. Odiorne tells the story of how a group of authorities on management appraisal gathered together to do a film-strip on the subject. The result was chaos. Nobody could agree with anyone else on philosophy and method of appraising. And the debate continues today.

Some people think the manager ought to be measured against a predetermined set of personality traits. But, absolutely nobody is at all sure what traits are necessary in a manager.

Another approach is to compare your president with others and rank them from highest to lowest. Of course, most will fall into the middle range. The standards, again, are unclear because here the measure is alike-

ness. "You're not as good as President A, but you're clearly better than President C." Ranking is helpful in setting salaries, but of questionable value in helping the president improve performance.

A third approach is to measure the president against a master chart of general qualities required in management jobs. Such standards are shifty in nature because we have to operate on the assumption that we know what good management is. The experts can't agree on that.

All this wonderment comes about because the top management job is a land of mystery and intrigue. Very few people have been there. Very, very few community college board members. Those who have inhabited that peak of the pyramid apparently have been too busy or confused to send messages as to what it's all about. I wonder if very many presidents understand how they got to the top. Presumably, we showed capability through our performance in lesser jobs.

Some have called this a system of biological quality control. We were chosen by people like us who rejected those they thought had lesser qualities of physical bearing, mental capacity and social adjustment. Odiorne compares this to Aldous Huxley's Fertilizing Room.

Subjectivity tends to overwhelm accuracy.

Those of us who stay at one college more than a few years inevitably find the composition of the board changed, and with it, attitudes as to our acceptability. We find ourselves being rated by board members who are influenced by such things as whether they find us pleasing in manner and personality, in other words, more like them. Perhaps you remember Rex Harrison in *My Fair Lady* asking, "Why can't a woman be more like a man?" We're either compatible or we aren't.

In short, ratings based on human perception and judgement must naturally be inaccurate. You can see why it's easy for boards to simply jump at readily available checklists, mark the boxes, tally the scores and recite them back to the president.

And once again the measure becomes alikeness. This has been labeled "conformity," and the product called the "organization man."

I have one caution about checklists. You should never list all the possible offenses. I hear that one board compiled a list of 726 ways a president can do wrong. That board was besieged with requests for the list, from presidents who thought they were missing something.

I hope I have ridiculed the overly personal, subjective approaches to evaluation sufficiently that you will never resort to them. Substitute in their place a system which focuses more objectively on results, perhaps MBO or something like it.

The board must provide the president concrete, written expectations. These goals and objectives should include the ways you intend to measure the achievement. Otherwise, the board can end up coming down hard on behavior the president didn't know he or she would be measured by. If you want to change the president's direction, you must create a climate where he or she sees criticism or correction as a behavior changing process rather than as a form of retribution.

George Odiorne in *MBO II: A System of Managerial Leadership for the 80's*, sees this process in three steps:

1. The standards of behavior are spelled out specifically as a guide to action in the future.

2. The individual's behavior is weighed against the standards that have been amply

communicated to let the president know the results expected.

3. When an error occurs, the severity of the feedback is commensurate with the seriousness of the lapse: It should always follow immediately upon the discovery of the error.

That third point bears elaboration. Boards tend to review performance annually. But, we know that prompt feedback is far more important in changing behavior than intensity of feedback. If the goal is to change behavior, the feedback of evidence of success or failure in reaching goals should be instantaneous, not deferred until the ceremonial moment at the end of the year.

The best appraisal is that which is both continuous and cumulative. Let the president know what is expected, what constitutes good performance, and let him or her know how you think things are going, frequently. Then accumulate those observations and sum them up in a periodic, perhaps annual, review.

Somehow, we must find an appraisal system that goes beyond policing conformity based on subjective opinions and which, instead, focuses more on results. We need goal-setting meetings instead of an appraisal interview. Such an approach is positive in tone and looks forward rather than backward. Yet, it requires a summarizing of past events to lay the groundwork for establishing goals and standards for the future. Thus, the cumulative feedback of results attained is not eliminated, but takes place within the context of a meaningful behavioral purpose.

We need to be concerned with activity that can be seen or measured. The outcome is a learning situation which is concerned with behavior change. We must avoid socio-psychological discussions of such matters as personality, motivation or perception. By starting with measurable activity and digging into its causes, the discussion evolves along lines calculated to enable the president to find the answer to the key question: "What can I do, or do differently, or stop doing that will get better results?"

Evaluation by results is rational. It would get us away from the accepted governance model which is more myth than reality, from decision-making that is often more political than rational, from objectives that are often in the eye of the beholder rather than observable for objective assessment. Presidents are viewed differently by different people. We must get away from the impossible expectations that some members of our society build into the position of the chief executive.

Our community colleges face difficult times in the months and years ahead. While this is nothing new, the need for strong leadership from the president and the governing board has never been more critical. The evaluation of the chief executive must contribute to improved performance and also heightened morale if it is to be a worthwhile activity.

A man knocked at the heavenly gate,
His face was scarred and old.
He stood before the Man of Fate
For admission to the fold.
"What have you done," St. Peter asked,
"To gain admission here?"
"I've been a president, Sir," he said,
"And evaluated year after year."
The pearly gates swung open wide;
St. Peter touched the bell.
"Come in and choose your harp," he said,
"You've had your share of hell."

— Author unknown

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Trustee Orientation: An Often Overlooked Necessity

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It is a foregone conclusion that community and technical colleges in the 50's, 60's, and 70's tackled problems heretofore unaddressed and achieved or approached goals that had gone overlooked in the past. All community college vistas seemed to be relatively new, but much now has been accomplished. One area, however, has received very little formal attention. That area is trustee orientation. It seems strange that more attention has not been devoted to this area since boards of trustees are the controlling bodies for these institutions.

Regardless of the locus of control regarding these boards some formalized system of orientation is necessary. Why has more not been done in this area? There are several reasons or problems. Since community and technical colleges are community institutions, they are located in communities throughout the United States. Communities are numerous and likewise there are numerous community and technical colleges to fulfill the goals of this movement. The movement calls for large numbers of schools located close to the people to be served. Hence, even though the number of trustees varies from state to state and even from school to school within a state, the number is large compared to the number of trustees of traditional four-year institutions. Hence, education of a large body of people is the first factor.

Secondly, the complexity of the board composition poses a problem. For example, boards at four-year schools, whether public or private, as a general rule are composed of individuals less diversified in terms of social and economic characteristics, perspectives, background, and other important characteristics than their counterparts in two-year institutions. Since there are fewer trustees to be found for the four-year schools, the agencies or electorate responsible for filling board seats are able to find individuals with limited diversity. The community or technical colleges on the other hand collectively need *more trustees* and trustees of a *different kind.* The goals of community and technical colleges are different from those of the four-year school and are certainly more diverse and comprehensive. Wealth and high visibility are seemingly admirable factors to consider when making trustee selection, but the community and technical college movement requires trustees of diverse occupations, social strata, and differential expertise to deal with the multiplicity of problems facing the two-year institutions. At the same time, however, a more local orientation is required to fairly identify with local needs. Community and technical college boards of trustees are comprised of people who perhaps have more limited amounts of time to devote to board activity. The call to "make a living" is perhaps heard more clearly by the community college board member.

Community college board composition has implications for the orientation process because it means that such board diversity and differential outlooks must be molded into a workable body. The more diverse the elements, the harder the process. Consensus as to goals and objectives must be achieved.

Related to the element of community college board composition is the factor of time.

Board members are concerned about time away from their respective occupations and rightly so. What time mix can best serve the purposes of the occupational role, trustee role, and the many other roles that a board member must execute? How much time should be devoted to trustee orientation?

Another factor to consider in the orientation process is financing. Regardless of whether board members are paid or not, financing relative to the orientation must be considered. Who should pay for it? What sums should be devoted to trustee orientation? This factor is obviously related to the time element mentioned above.

An additional consideration is one revolving around "Who should set up or control the orientation?" If the president is the executing agent, it puts him or her in the position of "educating the bosses." Should the president be involved in the process? If so, to what extent should he or she be involved? Should there be internal (within the board), peer orientation? Should members from other trustee boards conduct board orientation for a particular board? Should a state coordination agency be responsible for trustee orientation?

Orientation goals and objectives pose a real problem. What should be included? How broad should the orientation be? How much depth should be included in the orientation?

Inter-institutional cooperation or trustee orientation consortia also have to be considered. Should different schools cooperate in trustee orientation?

Lastly, where should the orientation take place? Should such a process take place on campus or should this be done off campus or at a retreat?

In order to develop an orientation program a college must address each of the problems outlined above. The Board of Trustees of Carteret Technical College in Morehead City, North Carolina, have faced these issues and have developed a board orientation process.

Solutions to the Problems

The problem of the large numbers of trustees that need orientation seemed to be a more general problem rather than one faced by a particular institution. Large numbers of trustees to be oriented does have implications, however, for a centralized, state coordinated program. North Carolina currently has no such coordinated problem. Hence, it seemed appropriate for the local board to undertake this process.

The trustees did have to face the problem of board complexity. The board had all of the diversity alluded to earlier. A process had to be built that included all the goals of the College, general board operation, board structure, the role of the board member as part of a policy-making body, the relation of the board to a state coordinating board, and the relationship of the board to the chief administrative officer.

In consideration of the element of time it was felt that one afternoon devoted to this process was sufficient if the time was wisely used. It was felt that one or two days could not be spared from the respective occupations for this process. Use of week-ends was also ruled out as unacceptable.

No specific sum of money was set for the orientation. However, based on the goals and objectives of the program the president was requested to prepare an orientation package under a board committee's direction and guidance. It is estimated that package development using internal resources cost about $500. Of course, depending upon package sophistication and outside resources used, this sum could be much higher. The criterion was "how often would this material be used by a single institution?" The answer for Carteret Technical College dictated a modest investment.

As already mentioned the question of "who should do the orientation" was answered in terms of two parties. The president developed the orientation package under board direction.

Inter-institutional cooperation was ruled out pending possible action by the State of North Carolina to develop a comprehensive orientation program applicable to all institutions in the North Carolina Community College System. However, no concrete action has been taken on this issue at present.

Since the orientation program was set up for one afternoon to minimize lost time from the primary occupation, the proper setting was deemed to be on campus.

Orientation goals and objectives

The goal of the process was to integrate the new trustee with the trustee body by exposing him or her to the *total* mission of the college, the general operation of the board of trustees, the structure of the board, his or her role as a policy maker, the relation of the board member to the state coordinating board, and the relation of the board member to the chief executive. Parts of the goal statement were broken down to become specific objectives. For example, the objectives of the new trustee are to:

1. Comprehend the total mission of the college
2. Internalize the general operational principles of the board
3. Comprehend the board structure and how the parts fit together
4. Understand his or her role as a policy-maker
5. Comprehend the relationship of the local board and the State coordinating board
6. Comprehend the relationship of the board member and the board vis-a-vis the chief executive officer.

The orientation begins with a luncheon for the new member or members. Present are selected members of the board of trustees (including the board chairman) and the president. This is a general get-acquainted session, but various phases of board operation are discussed at this meeting. The new members then meet with the president to discuss board-president relations, and the internal operational structure of the school. Following this discussion the president or board chairman views with the new trustees, tape-slide presentations on the college and the college endowment corporation. This material is designed to give the new trustees an idea of the depth and breadth of course offerings and of the mission of the college.

Following these presentations the new trustees are introduced to the total faculty and staff in a general staff and faculty meeting. Of course institutional size might preclude this. However, where feasible it is highly recommended. In all too many instances the trustees are viewed as being aloof from the staff and faculty. This meeting helps prevent this and also allows the new trustees to meet most of the staff at one time.

After the general meeting, the new trustees are given a complete tour of the campus by the chairman of the board and the president. The total process usually starts about 12:00 noon and terminates between 4:00 p.m. or 4:30 p.m.

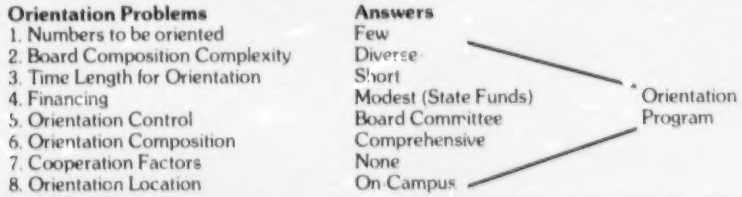
This, however, does not really end the orientation process. The new members are presented with an orientation written packet which includes a fact sheet on the college, a copy of the board policies and by-laws, a booklet entitled "Trustee Responsibilities" (a document prepared by the North Carolina Department of Community Colleges), a copy of the school catalogue, a booklet on policy making versus administrative decision making, and an administrative public relations booklet which further addresses the relationship of the board member to the president, and through the president, to the college staff. All of these documents tie back specifically to one or more of the objectives set out in the orientation.

The total orientation process as it was undertaken at one institution is depicted in figure 1. All questions must be answered in developing the program. However, as the answers change, the final program changes. Furthermore, all answers must be considered together in program development. The outcome is an orientation process tailored to the needs of a particular institution or set of institutions.

Carteret Technical College is not suggesting that it has the answer on trustee orientation, but it does have a workable plan and procedure. Regardless of the orientation programs developed at an institution, all of the problems delineated in this article must be met and solved. More information on the procedure or the documents involved is available from the author.

Figure 1

Framing the Board Orientation Process



Trustee Liability and Legal Problems

Alton L. Davies, President
Kansas City Kansas Community College
Kansas City, Kansas

As trustees, you are in a very unenviable position as far as legal responsibilities and the colleges you represent are concerned. You are ultimately responsible for what happens on your campuses even though you may be there, in person, less than once a month. Although the laws vary from state to state, in actuality, you and your co-trustees are the college.

Your president is your representative who carries out policies developed and/or approved by you as a board. Therefore it is imperative that you work as a team to develop fair, equitable and reasonable policies which lead to an effective operation of your educational delivery system.

I must emphasize something that you have all heard many times but something I'm afraid is often only paid lip service. You are policy makers. You are not administrators. You must not allow yourselves to become involved in the administrative functions of your college. It can cause you and your college unlimited grief. It can result in legal problems beyond belief.

My predecessor used to say "A board hires a president and it fires a president." In truth, the board does just that if it is truly a good board. It hires a president who selects his staff. The staff develops policies which a board may accept, reject or refine. Once that is done, the board evaluates the job the administration does based on how well those policies are carried out.

Now, admittedly, that's a simplification. Board members do much more. They have a multitude of responsibilities often defined by the statutes they operate under, but for purposes of the topic under discussion here, the policy making function and the administration of those policies is central.

How then, when you are seldom involved directly in the day to day operations of your colleges, can you protect yourselves from a multitude of law suits, equal employment opportunity complaints, human rights complaints, etc.? In truth, no one can guarantee you such protection. You must, in fact, expect such events. Unfortunately, it is a sign of the times, and, as a result, we are all terribly vulnerable.

Surely you recognized your vulnerability when you chose to be a trustee. I know that as a president, I had to accept that fact as a part of my job; not a pleasant part, but a very significant part.

It isn't a totally bleak outlook, however. I think I see a time in the not too distant future when the pendulum will swing back to an era of more moderation. But not, however, in the next year or two.

There are things you can do to lessen that vulnerability I spoke of. You can, you should, you must, take precautions, but you must accept the fact that, in all likelihood, you and your college will be involved in some of these legal problems if you aren't already. Such problems are costly in time and money. They are physically draining. They take a toll on your president, and they will take a toll on you.

If I may presume to advise you, from my experiences, there are certain steps you can

take which may at least alleviate some of the potential for problems.

First, hire an attorney in whom you have collective trust. Ask his or her advice in either developing or revising your operational and hiring policies. Expect the attorney to be current and to keep current on federal and state statutes which pertain to your operation. Accept that advice. If you can't or won't, get a new attorney!

Following your attorney's advice will not assure you of immunity, but at least you will have formed your first line of defense. After all, when you have legal problems, it is your attorney who must defend your position.

Second, once your policies are adopted, allow, no "insist," that your president accept the responsibility for implementing those policies. It is the president, after all, who is on the firing line daily. He will take the initial "heat." Support him. If you can't, once again you have the wrong person in the president's chair. I don't mean to imply that the president deserves your unquestioning support, but he does deserve your support in implementing your adopted policies. Differences in opinion are natural and healthy. An open show of those differences will only weaken both of your positions.

As board members who bear the ultimate legal responsibility for actions by the college, insist on thorough and on-going documentation for all actions which may lead to any legal actions. This would include interviewing and hiring practices, employer/employee grievance actions, performance evaluations, reprimands, student complaints, and, of course termination of employees and student dismissals. There are others.

In most cases, following the steps I've mentioned will provide you with about as much protection as you are ever going to get. They will not protect you absolutely. Nothing will. They will, however, provide you with a basis for the defense of any action taken against you.

Before recounting some of the "horror stories" I'm personally familiar with, let me summarize three areas where you can seek protection. They are Policies, Precedent, and Consistency.

Develop your policies and be consistent in their implementation, and refer to precedent. Often, even though an area may have been overlooked or even unforeseen as a possible area of trouble, see how others have handled the situation or how you or previous board members have handled similar situations in the past. If you have been consistent, if there is a precedent, it will be more difficult to establish that you are being either "capricious" or "arbitrary."

In their actions and statements boards and presidents often find it necessary to qualify their statements or to be deliberately ambiguous. Thus we often see or hear words and phrases like "shall be," "maybe," "serious," "habitual," "unbecoming," "expected," or "will be considered." All of these allow for flexibility in action. Unfortunately, they are also open to interpretation.

Let me proceed now to some "horror stories" similar to some you may already have faced. If not, "Be Prepared."

Consider a complaint filed on racial and ethnic grounds by a teacher who was not renewed. This teacher was a first year employee who was caught in a necessary reduction in force. The grounds for the complaint were that the college had "fired" him because he was Chicano.

Despite the fact that of seven instructors released he was the only minority member in the group, this was the basis of the complaint.

Admittedly, the Civil Rights division in our state had to investigate. What they found

was that this teacher had steadfastly denied his ethnic origins until it suited his purposes, for on all his forms he had scratched through the Mexican-American designation and had written "Caucasian" in red pen over the form.

It took two investigations, one by the federal people who found no basis for his charge, and one by the state who chose to ignore the federal findings to close Chapter I. The state found "probable cause."

During the next five years, the attorney for the college appeared twice in Topeka, and a full day hearing was held in Kansas City. The former board chairman and I had to appear. After one day of testimony, we waited nearly six months before we were found innocent of the charges.

Total cost, excluding my time and the board member's plus countless hours of secretarial help—in excess of $3000.

A postscript to all this: The attorney for the complaintant, an employee of the state, then attempted to appeal his own commission's final decision!

Consider a nursing student who missed six consecutive clinical experiences, refused to attend lectures, was dropped from class and then demanded a hearing before the board.

Despite the fact that the requirements passed out and signed for by the student specifically listed mandatory clinical experiences, and despite the fact that the cooperating hospital refused permission for the student to be on the floor, and despite the fact that the student and her parents had progressed through all levels of the written grievance procedure, the student had her hearing.

All board members, the academic administrators, all nursing faculty members, the student, her parents and two attorneys were present. The result: the student was not allowed to continue in the course for that semester.

The cost: Unknown.

Or, a faculty member who advocates in his classroom the non-payment of federal income taxes because they are unconstitutional.

After a two year investigation, the faculty member is indicted by a Grand Jury, a warrant is issued and he is arrested on campus after his final class of the day.

The board, acting judiciously, suspended him with pay until the case came to trial. At that trial, once again as president, I appeared in court to validate the documents. Result: Guilty on two counts of failure to file taxes, a misdemeanor.

What would a board or an administrator do except terminate?

Enter the union and a due process hearing request resulting in a two-to-one favorable ruling on the part of the board.

Is that the end? No. Still to come is a hearing before the board and a possible lawsuit.

The basis for the union-backed claim is that a misdemeanor does not constitute "a serious crime" as defined in board policies.

Total cost: At least $2000.

How many applications does your institution process in a year's time? Having a screening procedure is mandatory, but it won't protect you against claims to the E.E.O.C.

A sex discrimination charge was filed against our college by a woman Ph.D. because she was not interviewed.

After spending a full day in hearings and having provided the examiner over two hundred pages of documentation, the case

was not conciliated and still is pending one year later.

The candidate was one of approximately thirty who applied for the position. A screening committee of two women and one man selected those to be interviewed. She was not among them. Thus, we discriminated.

Our plan for employee selection has been approved by our attorney, our board and by the federal government. And still we were not safe. Only our documents may yet save us!

One of our most complicated cases developed over the non-renewal of a supplemental contract for a division chairperson.

By precedent, division chairpersons have always served at the discretion of the dean for whom they work. They are granted released time, usually six to eight hours a semester, and they are paid an additional $500.00 per year.

Some 15 months ago, divisions were reorganized and chairpersons were appointed. Two divisions were being combined. The two chairpersons, both women, had a very personal battle going between them. There was open hostility causing dissension throughout the faculty. Therefore neither one was appointed to chair the new division.

Well into the school term, one of the women filed a sex discrimination charge against us because the new chairperson was male. There were now no women serving as chairpersons.

That charge was filed with E.E.O.C. Now, if you have never dealt with E.E.O.C., you don't know what real frustration is!

A series of hearings eventually resulted. The college attorney and I represented the institution. He was not allowed to speak. Only the complaintant and I could talk and present evidence.

Anyway, we won that decision and received a favorable finding which I presented to the board.

Some days later, I received a resignation from the complaintant, and because it was beyond our deadline for resigning, a check with the notation "Buy Contract" was enclosed.

Nearly two weeks later the check was processed. Under terms of our Master Contract, the resignation was effective when I, as president received it. No board action is required.

Thus, we had a simple solution to a difficult and sticky legal problem.

But wait. E.E.O.C. officials in the Regional Office in St. Louis sent out a revised determination saying maybe there was cause after all!

So, a new round of hearings was in the offing except that the teacher had resigned. Now, enter the lawyers.

A law suit was filed against the board because we "fired" this teacher.

It is pending in District Court.

Approximate costs exclusive of time: At least $5000.

Possibly our stickiest and potentially most damaging case involves two nursing faculty members. I know it is our most expensive.

For years we had had personnel problems within our nursing division. In nine years we have had three directors. Each of the three had had trouble with these same two faculty members. Dissension was evident in the program. Faculty members came and went and most said these two were the principle

reason for their leaving.

The situation came to a head when we were visited by our State Board of Nursing. They picked up on the dissension very quickly and one member told us to "get the personnel problem solved or you will not be re-accredited." One team member specifically named these two as the source of discord to five members of our staff. A statement she later denied making! With friends like that, you don't need more enemies.

In fact, we non-renewed the contracts of the two faculty members who then sought help from the union.

A six day, $3500 hearing was held with both sides represented by attorneys. I personally gave almost 200 pages of testimony.

We lost that hearing which is, of course, non binding on a board by a vote of 2-1.

Both sides then presented their arguments to the board of trustees. In this case, the college attorney was advocating the administration's position before the board. Confused? So were we!

The board voted unanimously to reject the majority report and to accept the minority report.

A suit naturally has followed. To date all board members and I have given depositions which ran two days. We are awaiting the next step.

If there was a difficult aspect to any of the cases, and one on which we admittedly are not on as solid ground as I would like, it is in documentation of specific incidents. We have learned from that.

However, dissension is really attitudinal and how does one document attitude? Events which are described as disruptive, even by co-workers, are hard to nail down. They lack specificity. They are open to interpretation.

It is my belief we will eventually win this case. We have yet to lose one, but it won't be easy, and it will be costly. Very costly.

What have I learned from all these experiences? I refer back to my earlier remarks.

1. Have written policies
2. Follow precedent
3. Be consistent

Beyond that, you have only logic and common sense to guide you.

Learn from your mistakes, but don't second guess. Correct your practices and live with your decisions.

Above all, carry a lot of liability insurance!

A Comparative Analysis of State Funding Programs for Community Colleges

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Because the day of the taxpayer's revolt has probably not yet reached its zenith there will continue to be considerable interest in the ways in which tax dollars are spent. The means by which state monies are apportioned to community colleges has and will continue to be a topic of much interest.

A recent article in this journal by Judith E. Madonia described the new and comparatively complex plan by which the community colleges of Illinois are financed with state dollars. In her article she expressed statements which must be common to many trustees.

"As a new trustee, I found finance and budgeting sometimes baffling and often boring and I was well into my term before I fully appreciated how vitally important those functions are to the health and success of the college system, or the individual college.

My bafflement and boredom arose because I did not fully comprehend my proper role in the process, and frankly no one gave me much help in that regard."[1]

The purpose of this article is to provide a perspective of how community colleges and other public two-year institutions are financed with state revenues in the various states. There are at least 885 public two-year postsecondary institutions in the United States at present (see Table I). Of these, 596 are controlled by local boards of trustees, and 289 by state boards. All, or virtually all, receive support in the form of appropriated state revenues for current operations and capital development.

It is an accepted principle that operational income and expenditures are accounted for separately from those of capital items such as land, buildings, and equipment, and other entities such as auxiliary enterprise funds and agency funds. While the great building and development phase of the community college movement has largely passed its apex, there is still significant activity in this area. Table II shows a combined state appropriation of nearly a third of a billion dollars for twenty states reporting. For many states community college capital outlay remains of significant interest, though such activity is in decline.

Operations

For a college to function on an ongoing basis it must receive and expend funds within a general category of operations (or educational and general). These are a direct result of instruction, administration, maintenance and other functions essential to the operation of the college. Excluded normally from this category are capital acquisition items, such as building programs and some types of equipment; auxiliary enterprises items, such as bookstore operations and student activities items; and agency fund items; such

as student loan funds. Sources of revenue for operational expenses are: state appropriations, local monies (usually from *ad valorem* tax sources), student tuition and fees, federal funds and miscellaneous sources (gifts, interest earnings, charge-books and the like). In some cases student tuition is received by the college, deposited with the state treasurer and then appropriated by the legislature as a component of state revenues to the college. All colleges operate on a fiscal year basis with income and expense executed within the twelve month period, though the dates of this fiscal year vary.

The magnitude of state appropriations for these institutions is noteworthy. Table III A shows an aggregate state appropriation of just over 2.4 billion dollars for twenty-seven states with local two-year colleges; Table IV shows 18 states with state two-year colleges just under 703 million dollars. Even in this era of accelerating inflation, the idea of the community college movement including these sums of money is impressive.

A more comprehensive way of envisioning operating costs is to focus upon what is spent on each student. But since many community college students attend on a part-time basis it is necessary to resort to the abstraction of the full-time equivalent student (FTE). The reader must be warned at this point, that the FTE is not a standard measure and varies by definition from state to state: a topic worthy of its own detailed examination. As a unit of measure, the cost of operations in a given year for each FTE gives a reasonable benchmark for comparison. For instance, the average cost of operations per FTE for 33 states in the 1977-78 fiscal year was reported to be $1,814 within a range from $1,010 to $2,634. Within given states costs must obviously vary with the age of the institution, size (economies of scale), and mix of programs. Within individual institutions, per FTE program costs also must vary, often greatly. Also there are regional differences in cost. And costs must be affected by inflation over time; both are represented in Table V, following.

Operational funding varies greatly in source from state to state. However, the reliance on state revenues tends to be quite heavy. Table V describes the proration of funding sources for public two-year colleges in 36 states. The average for these is 58.3% state funding; 74.2% for state controlled colleges; and 48.7% for locally controlled colleges. While state revenues tend to be relied upon quite heavily there is a noticeable disparity in this support among the states as is shown in Table VI.

Funding Methods

For each state legislature appropriating funds for college support there must be some fair, equitable and effective method for apportioning these funds to each college. The only alternative to this would be separate appropriations for each college; a practice which has been almost totally abandoned for two-year colleges, for reasons that should be obvious. Presently there is great diversity of state fund allocations with little commonality among the states. However, for sake of classification, these methods may be grouped into four categories: negotiated budget funding, unit rate formula funding, minimum foundation funding, and cost-based program funding. (See Table VII)

Much of the information reported here was provided by the members of the National Council of State Directors of Community/Junior Colleges, over the past decade for a series of studies and publications. Despite the great diversity among the members of this organization and the institutions they represent, they all share the one common need to have in place an effective means of state funding which affords an opportunity for the educational philosophy to be realized.

Negotiated Budget Funding. Presently a dozen states (See Table VII) use the negotiated budget funding method. The

legislature of each state appropriates a given amount of state revenue for community college use. In some cases student tuition funds are deposited with the state treasurer and become a part of the total state appropriation. Funds are allocated to the individual community colleges on a yearly or biennial basis. Allocation is made as the result of college-by-college negotiations or computations; the need of each college for funding, balanced with available funds. Negotiations may be done on a program or other line-item basis or may be a single figure for each institution. Past spending history and future enrollment projections are usually factors in such negotiations, as well as past and projected levels of revenue from other sources.

Unit Rate Formula Funding. A second method of determining state fund allocations for community colleges is by the use of a formula which uses a set rate (or rates) against which some unit of production is applied. Generally a specific number of state dollars are generated by multiplying the rate by a factor such as full-time equivalent students, student credit hours or other units of measure. These rates may either be set by the legislature in statutory law or by the state community college board in its negotiations. Statutes may set limits as to the maximum dollar amount of state funds accruing to a given college, or set a maximum percent of total college expenditures. In other states the limits of state funds are determined only by the total amount of state revenues appropriated; thus providing the possibility of allocations falling below formula amounts if the formula is underfunded, or causing enrollment ceilings to be put into effect. Thirteen states (See Table VII) are funding using this method.[3]

Minimum Foundation Funding. Another important means for allocating state community college appropriations is on the basis of a minimum foundations program. Such a plan should be designed to do at least three things: provide a sufficient base or minimum foundation of support for all college operations, help those colleges from less affluent taxing districts by guaranteeing the minimum foundation of funding even if it is otherwise not generated by the formula and to reward districts for local tax effort beyond that which is normally required. Although all minimum foundations plans do not necessarily embody all of these aspects, all do provide for a variable allocation formula. The differential will provide poor districts with proportionally higher unit rates of state funding than that supplied to richer districts. Seven states (See Table VII) use this method of allocation.

Cost Based Program Funding. Fifteen states allocate state funds to colleges based on a cost analysis basis. Each year studies are undertaken to determine differential cost rates for different programs or cost centers. Cost based studies relate per student costs to specific program categories. Allocations to colleges are then calculated on the basis of specific program rates and expected numbers of students against a total appropriated amount. Some states (10) use cost based program funding that involves state appropriations only, while others (5) require local support (See Table VII). There is much diveristy among the states regarding the level of sophistication used in such computations.

There is a great deal of variety among the states. No two are alike. An ideal procedure might be to take the best of each and develop a new formula basis—cost analysis oriented, sensitive to student needs and to increasing costs, supportive of the community college philosophy, and adequate in amount to carry out a level of admirable quality. Which state will do it?

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[1] Madonia, Judith E. "Financing Community Colleges in the 80's." *Trustee Quarterly*, Vol. 4, No. 1, Winter 1979-80. Page 15.

[2] Wattenbarger, J.L. and W.F. Stepp. *Financing Community Colleges, 1978*. Gainesville, Florida: Institute of Higher Education, University of Florida, 1979. Page 2.

[3] Ibid., Pages 2,3.

Table I – Public Community/Junior Colleges and Other Similar Institutions by State* – 1979

State	Local	State Control	State	Local	State Control
Alabama	0	32	Montana	3	0
Alaska	0	12	Nebraska	6	1
Arizona	9	0	Nevada	0	4
Arkansas	6	3	New Hampshire	0	8
California	106	0	New Jersey	16	0
Colorado	4	7	New Mexico	2	10
Connecticut	0	9	New York	37	8
Delaware	0	1	North Carolina	56	0
Florida	28	0	North Dakota	2	3
Georgia	1	17	Ohio	24	24
Hawaii	0	7	Oklahoma	12	3
Idaho	2	0	Oregon	13	0
Illinois	38	1	Pennsylvania	14	0
Indiana	0	2	Rhode Island	0	1
Iowa	15	0	South Carolina	16	5
Kansas	19	2	South Dakota	0	2
Kentucky	0	13	Tennessee	0	13
Louisiana	0	4	Texas	47	3
Maine	0	8	Utah	0	5
Maryland	17	0	Vermont	0	2
Massachusetts	3	15	Virginia	0	23
Michigan	29	0	Washington	23	0
Minnesota	0	20	West Virginia	0	7
Mississippi	16	0	Wisconsin	15	14
Missouri	10	0	Wyoming	7	0
Totals				596	289

*McLeod, M.W. *Patterns of Responsiblity: Statutory Requirements of Community College Local Boards of Trustees.* Washington, D.C.: Association of Community College Trustees, 1979. Pages 13-22, Tables II and III.

Table II Community College State Appropriations for Capital Outlay* 1977-1978

State	Capital Appropriation	Change Over 1975-1976**
California	$85,513,000	138%
Florida	41,957,000	36%
Illinois	29,740,000	(-46%)
Virginia	27,254,000	N/A
Wisconsin	19,955,000	78%
Mississippi	15,029,000	100%
Michigan	12,997,000	N/A
Ohio	11,600,000	(-35%)
Arizona	11,500,000	53%
Iowa	9,607,000	7%
Tennessee	9,188,000	160%
Washington	7,600,000	(-73%)
Nebraska	7,284,000	N/A
West Virginia	4,825,000	N/A
Oklahoma	2,225,000	(-133%)
Colorado	1,979,000	-90%
Minnesota	1,100,000	N/A
Rhode Island	403,000	(-89%)
Connecticut	209,000	N/A
New York	0	(-100%)
	A total of $299,472,000 Reported Capital Appropriations	

*Wattenbarger, J.L. and W.F. Stepp. *Financing Community Colleges, 1978.* Gainesville, Florida: Institute of Higher Education, University of Florida, 1979. Pages 34-36, Table 3.

**Note: These Percentages do not tell the whole picture. The figures are biased by inflation.

Table III - State Tax Funds Appropriated for Local Community College Operations Fiscal Year 1979-1980*

State	Appropriation	Increase Over 1977-1978
California	$1,000,232,000	96%
Texas	239,630,000	19%
Florida	222,153,000	23%
New York	166,066,000	1%
North Carolina	148,268,000	37%
Illinois	135,251,000	12%
Michigan	134,646,000	22%
New Jersey	51,111,000	7%
Oregon	47,282,000	8%
Maryland	45,992,000	0%
Iowa	42,168,000	29%
Ohio	40,331,000	14%
Pennsylvania	37,930,000	8%
Mississippi	31,317,000	27%
Arizona	30,695,000	4%
Missouri	28,366,000	3%
Kansas	16,806,000	35%
Wyoming	13,593,000	20%
Arkansas	12,011,000	39%
Indiana	6,423,000	35%
Colorado	6,418,000	2%
Georgia	5,387,000	12%
Idaho	3,565,000	12%
North Dakota	2,213,000	22%
Montana	1,940,000	5%
Oklahoma	319,000	40%
New Mexico	309,000	5%
Total State Support	$2,470,422,000	Weighted Average 39%

*Chambers, M.M. *Grapevine*, No. 258, December 1979. Page 1634, Table 40.

Table IV - State Tax Funds Appropriated In State Community Junior College Operations Fiscal Year 1979-1980*

State	Appropriation	Increase Over 1977-1978
Washington	$164,591,000	39%
Virginia	89,202,000	30%
New York	57,531,000	15%
Massachusetts	56,258,000	28%
South Carolina (a)	46,283,000	46%
Alabama	40,293,000	22%
Oklahoma	38,442,000	40%
Minnesota	36,405,000	18%
Georgia	30,354,000	14%
Tennessee	30,044,000	24%
Connecticut	27,086,000	11%
Colorado	24,949,000	4%
Nebraska (b)	16,497,000	17%
Delaware	13,417,000	26%
Rhode Island	12,753,000	15%
Nevada	8,979,000	29%
West Virginia	7,770,000	46%
New Mexico	2,258,000	(Newly created 1978-1979)
Total State Support	$703,223,000	28%

*Chambers, M.M. *Grapevine*, No. 258, December, 1979. Page 1636, Table 41.

(a) The appropriation shown here is for the 16 local postsecondary centers and colleges rather than the 5 two-year branches of the University of South Carolina.

(b) Nebraska's 6 community colleges are in fact local institutions governed by local boards of trustees.

Table V - Regional Differences in Operational Cost Per FTE for Community Colleges* 1970-1971 and 1977-1978

Region	1970-1971	1977-1978
Midwestern States	$1,131/FTE (n = 5)	$1,982 (n = 8)
Northeast Mid-Atlantic States	1,197 (n = 7)	1,851 (n = 7)
Southern States	1,049 (n = 10)	1,757 (n = 12)
Pacific States	1,002 (n = 5)	1,616 (n = 2)
Mountain-Southwestern States	1,161 (n = 7)	1,614 (n = 4)

*McLeod, N.W. "Community Colleges Must Document Their Productivity." *Compact*, Vol. 5, No. 5, October 1971. Page 13.

Wattenbarger, J.L. and W.F. Stepp. *Financing Community Colleges, 1978*. Gainesville, Florida: Institute of Higher Education, University of Florida, 1979. Pages 32,33; Table 2.

Table VI - Sources of Funds for Community Colleges' Operations Fiscal Year 1977*

State	State Funds	Local Funds	Federal Funds	Student Fees	Other Sources
Massachusetts(s)	95.0%	0.0%	5.0%	0.0% (c)	0.0%
Delaware (s)	87.0%	0.0%	13.0%	0.0% (c)	0.0%
Washington (s)	83.2%	4.4%	12.3%	0.0% (c)	0.0%
Virginia (s)	76.8%	0.0%	0.8%	22.4%	0.0%
Arkansas (l)	76.6%	0.3%	3.4%	18.4%	1.3%
Minnesota (s)	75.0%	0.0%	0.5%	24.0%	0.5%
Georgia (s)	75.0%	0.0%	0.5%	25.0%	0.0%
Connecticut (s)	73.5%	0.0%	12.2%	13.4%	0.9%
North Carolina (l)	73.0%	13.0%	6.0%	7.5%	0.5%
Colorado (s)	70.0%	0.0%	0.0%	25.0%	5.0%
Louisiana (s)	70.0%	0.0%	1.0%	29.0%	0.0%
Rhode Island (s)	69.7%	0.0%	10.4%	18.0%	1.9%
Tennessee (s)	69.5%	0.2%	6.4%	15.0%	8.9%
Oklahoma (s)	69.5%	0.0%	0.0%	17.0%	13.5% (d)
Florida (l)	67.0%	2.0%	7.0%	24.0%	0.0%
Kentucky (s)	67.0%	1.0%	9.9%	23.0%	1.0%
Texas (l)	65.0%	31.0% (b)	4.0%	0.0%	0.0%
Indiana (l)	63.0%	1.0%	2.0%	29.0%	5.0%
New Mexico (l)	60.0%	11.0%	8.0%	16.0%	5.0%
West Virginia (s)	58.0%	0.0%	15.0%	25.0%	2.0%
Iowa (l)	52.8%	11.3%	10.9%	21.9%	3.1%
South Carolina (l)	52.5%	8.0%	19.3%	20.1%	0.1%
North Dakota (l)	52.0%	7.0%	3.0%	32.8%	5.0%
Illinois (l)	48.9%	34.3%	2.5%	14.2%	0.0%
Michigan (l)	48.0%	30.0%	0.0%	22.0%	0.0%
Ohio (l)	45.8%	28.6%	1.4%	21.5%	2.7%
Nebraska (l)	44.0%	37.0%	3.0%	14.0%	2.0%
Mississippi (l)	43.0%	17.0%	7.0%	16.0%	1.0%
California (l)	42.4% (a)	40.0%	7.6%	0.0%	0.0%
Missouri (l)	42.0%	20.0%	5.0%	33.0%	0.0%
Maryland (l)	41.0%	30.0%	0.0%	27.0%	2.0%
Colorado (l)	40.0%	35.0%	0.0%	20.0%	5.0%
Pennsylvania (l)	38.0%	26.0%	2.0%	34.0%	0.0%
New York (l)	35.9%	29.3%	2.0%	30.1%	2.5%
New Jersey (l)	35.0%	32.0%	0.0%	28.0%	5.0%
Arizona (l)	31.0%	52.0%	0.0%	5.0%	12.0%
Wisconsin (l)	22.5%	48.7%	10.2%	8.8%	9.8%
Average for State Control (14)	74.2%	0.4%	6.8%	16.9%	2.4%
Avg. for Local Control (23)	48.7%	23.5%	4.6%	19.2%	2.7%
Avg. for All (37)	58.3%	14.9%	5.2%	18.4%	2.6%

(See next page for footnotes)

*Wattenbarger, J.L. and W.F. Stepp, *Financing Community Colleges*, 1978, Gainesville, Florida, Institute of Higher Education, University of Florida, 1979. Pages 32 and 33, Table 2.

(a) Because of tax revolt (Proposition 13) constitutional amendment, the state share of operational funding was increased to about 75% in 1980.

(b) Includes Student fees and local taxes.

(c) Student tuition and fees most likely shown as appropriateed state funds.

(d) Includes local taxes.

(l) Institutions with local control.

(s) Institutions with state control.

Table VII- Community College Funding Methods By State* - 1978
44 States**

NEGOTIATED BUDGET FUNDING		
Colorado (state colleges)	Maine	South Dakota
Delaware	Massachusetts	Utah
Idaho	New Hampshire	Vermont
Kentucky	Rhode Island	Virginia
UNIT RATE FORMULA FUNDING		
MAXIMUM		
Maryland	New Jersey	New York
Missouri		Pennsylvania
NO MAXIMUM		
Arizona	Kansas	Ohio
Colorado (local colleges)	Nebraska	Oklahoma (state colleges)
	North Dakota	Oregon
MINIMUM FOUNDATION FUNDING		
California	Michigan	Wisconsin
Illinois	Montana	Wyoming
	New Mexico	
COST-BASED PROGRAM FUNDING		
STATE LEVEL FUNDING ONLY		
Arkansas	Hawaii	Tennessee
Florida	Indiana	Washington
Georgia	Louisiana	West Virginia
	Minnesota	
LOCAL SUPPORT ALSO REQUIRED		
Iowa	Oklahoma (local colleges)	South Carolina
North Dakota		Texas

*Wattenbarger, J.L. and W.F. Stepp, *Financing Community Colleges*, 1978. Gainesville, Florida: Institute of Higher Education, University of Florida, 1979. Pages 2-4.

**Colorado, North Dakota and Oklahoma are represented twice.

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The Use of Differentiated Staffing in Community Colleges

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The success of the community college concept can be attributed in large part to the open door admission policy. However, Thornton in *The Community Junior College* comments:

"An open door admissions policy unquestionably poses difficult problems of educational strategy that have not been faced heretofore in higher education."[1]

The full implementation of an "open door" policy continues to vex community college administrators more than a decade after Thornton's statement. A few community colleges have tried differentiated staffing organizational structures with varying amounts of success.

One way to solve these difficulties is to examine alternate teaching strategies within a differentiated staffing pattern which redistributes the number of students working with a teaching staff in a course offered in a semester or term. Differentiated staffing in this context can be defined as separate tasks in the teaching-learning process and delegated to various members of an institution within this organizational structure. A differentiated staffing structure for a community college can address the dilemma of "enter anytime, leave anytime" admissions policies as well as the provision of staff trained to address the varying needs of students' individual learning styles.[2]

Yeakey and Johnston identify four positive characteristics of differentiated staffing from their review of the literature:

"First, the staff is differentiated on the basis of the functions and responsibilities they perform rather than on the basis of the subject matter area or grade level they teach. Second, a hierarchy of several salary levels is established. Status and financial reward are based on the complexity and intensity of the task the teacher chose to prepare for and assume. The traditional merit pay issue is avoided in that teachers are paid differently because they are judged to be performing similar tasks at different levels of quality. Third, the placement of teachers on the hierarchy level is determined by the type and degree of responsibility. Finally, all positions from the highest to the lowest are involved to some degree in the instructional process."[3]

This more complex organizational structure goes beyond the teaching staff and utilizes staff members of an institution such as librarians, counselors, technicians, student tutors and testing proctors. Models developed in community colleges at Daytona Beach Community College and Hillsborough Community College in Florida have established these types of staffing patterns. We will return to these models later in this article.

Several differentiated staffing models have been employed in American and Canadian school systems in the last fifteen years.[4] The investigation of one of these plans is pertinent to a community college incorporating differentiated staffing.

The model to be examined here was developed by J. Lloyd Trump and was used

for thirty schools in the Trump Schools of the Staff Utilization Project, National Association of Secondary School Principals in Pennsylvania.[5] The Trump model included one professional teacher, appropriate instructional assistants, clerks, and various kinds of aides, curriculum consultants and staff specialists. In the Trump model, differentiated staffing is organized more horizontally than vertically on each level and assumes differentiation at the administrative, faculty and para-professional levels. Departments or interdisciplinary teams are built on varying talents and individual differences among teachers. It is a team teaching model with assistance from para-professionals and staff specialists.

Para-professionals in the Trump model are instructional assistants with a two-year degree or appropriate training. They perform non-teaching tasks such as supervise study areas, act as tutors, distribute learning materials, etc. The Trump model for differentiated staffing includes:

Category 1 — Professional Teachers
Category 2 — Instructional Assistants
Category 3 — Clerical Staff
Category 4 — Consultants and Specialists

For the community/junior college a modified Trump model might be appropriate. The following differentiated staffing pattern is taken from Daytona Beach Community College and Hillsborough Community College in Florida where the author observed various uses of differentiated staffing while serving as Dean at these two colleges.

The normal load for the traditional instructor at the community college is 15 credit hours per term. Assuming an average class size of 20-25, the average instructor would teach 100-125 students per term. If the average salary of the instructors were $15,000 per nine months academic year, it would cost $60,000 to staff the traditional instructional pattern (See Figure 1).

However, under the differentiated staffing pattern for approximately the same amount of funds, 500 or more students could receive individualized instruction. Not only would the same or more students receive instruction but also the strategy would allow students to complete and start another course within the same term due to the pattern's flexibility to schedule teaching, support staff, time and space.

The community college plan here consists of a manager, two associate instructors, three tutors, and three student assistants. (See Figure 2) The cost of differentiated staffing would be $60,192 per nine months academic year.

The Instructional Team

To qualify as a manager of the differentiated staff, an individual would need a masters' degree with appropriate content specialization, five years of community college teaching experience and have taken additional course work in instructional

Figure 1
Traditional Staffing Pattern

No. of Personnel	Type of Personnel	Cost
4	Instructors (Masters Degree) @ $15,000 per academic year (Nine Months)	$60,000*

Target Group: 400 to 500 Students

*(Plus institutional costs for traditional distribution of support and student assistants)

Figure 2
Differentiated Staffing Pattern

No. of Personnel	Type of Personnel	Cost
1	Manager (Masters + 30) $15,000, plus $1,000 for Supervisory Responsibilities	$16,000
2	Associate Instructors (B.A.) @ $10,000	20,000
3	Tutors @ $160 per week x 36 weeks	17,280
3	Student Assistants @ $3.20 per hour for 20 hours per week x 36 weeks	6,912*
	Total	$60,192**

*(Minus Work/Study grant supplements).
**Plus institutional cost of non-teaching support staff).

technology and curriculum development. In addition to supervising the instructional team, the incumbent would also be responsible for managing the instructional delivery system utilized by the staff.

The staff would consist, first, of two associate instructors with bachelor's degrees in the appropriate subject matter areas and three years of teaching experience. Associate instructors would be responsible for group discussion, office hours, and the responsibility of recording and reporting the progress of each student under their supervision to the manager.

Second, the tutors, with expertise in the subject matter, would work under the direction of the associate instructors and assist students with assignments, coaching and problem solving. They would be available eight hours each day for one-to-one contact with students needing help with assignments specified in unit modules.

Within this system of instruction there is a great deal of record keeping required (e.g., test grade reports, progress reports, attendance records, schedules of meetings, conferences, etc.). All of this information would be reported daily to a central location for tallying and compiling for pertinent reports to teachers, students and administrators. Student assistants, acting as clerks, laboratory assistants and typists, are invaluable in performing such tasks. They make up the third level in the differentiated staff. Student assistants are trained and supervised by the manager, and assigned to the associate instructors as needed.

Assistance Outside the Instructional Team

Other campus-wide assistance will be required to support this team approach to individualized instruction. These professionals should have a defined team role and report to the manager. Support from the library, learning laboratories, testing centers and counseling service is essential. Library staff members should assist the manager and associate instructors by establishing specific reserve books and media collections and daily attendance reports of all students utilizing the individualized unit assignment materials.

Learning laboratories, operated by media technicians, provide students with access to pre-packaged materials pertinent to course unit modules on a first-come, first-served basis. Inherent in successful use of learning laboratories is in-depth training of the technicians in the requirements of the program of study.

When students receive individualized instruction, they are ready to be tested at different times. How can an institution support the demands for testing? A center staffed by a testing proctor, responsible for administering tests under maximum security conditions to students upon demand, can provide the needed service. The testing proctor will need to be trained in administering tests efficiently and maintaining the required test security. The person employed in this capacity does not need to be a degree-holder, for often a mature person can fill the position. The testing center can also be used by the counseling staff for diagnostic and placement testing.

Counselors play an important role in individualized instruction. They should attend team meetings and feel ownership for the program and their role as a team member. They too, should report to the team manager. They arrange time for meeting with students involved in this type of instruction. Feedback from counselors in regard to students' learning problems is invaluable data for the teachers and other members of the instructional team. Also counselors can help with diagnostic testing in reading, listening and perception skills before students actually get into the work assignments of a course. This data compiled and sent to instructors provides valuable assistance in determining what kinds of teaching methods to use with each student. Discussion between faculty and counselors about student learning problems is one of the best uses of the counselor's training.

The institution should also consider having on its staff a research and evaluation specialist who would lend assistance to faculty utilizing individualized instruction for purposes of assessing the outcomes of the program and assisting with pertinent revisions.

Most instructional systems for individualized instruction call for the following components:

(1) specify in competency terms what it is the student is to learn and how;
(2) assess each student in order to determine his abilities and learning style before the selection of content to be learned and the process of instruction;
(3) selection of instructional methods, learning experiences and materials to fit each student's individual needs; and
(4) testing and evaluation.

These components necessitate an organization of the institution's facilities, staffing, and materials in a somewhat different manner than the traditional institution of higher learning in order to meet the needs of the community college student in learning for mastery.

The first component requires that the teaching faculty devise the course content in explicit competency objectives with alternate learning activities to meet the needs of every student.

Second, testing and evaluation facilities and services will be needed to aid in the pre-assessment of student abilities and learning styles and also to function when students are ready to be tested after they have completed the learning sequences or post-assessment.

Third, if many learning situations are to be available to students other than the classroom sessions such as packaged media materials, library assignments and tutorial sessions, etc., specialists and para-professionals will be needed to assist in these student learning modes. The nature of these components suggests that the type of differentiated staffing patterns necessary for the community college should be more effective when combining the elements of the methods used by the two colleges described here and the Trump model of pre-collegiate education.

Conclusion

Although differentiated staffing has never

gained wide-spread acceptance, Boyd indicates the lack of acceptance of the concept can be attributed to a number of factors: (1) the concept of challenged tradition; (2) anxiety developed in some administrators and teachers; and (3) implementation without proper planning.[6] The author offers another possibility and that is that our present education administrators have not been trained to design a conceptual model and do not possess the skills to implement the design. Another barrier to differentiated staffing, collective bargaining, has standardized personnel practices. Reduced resources have restricted the number of new positions. The management function of personnel and staffing patterns are key elements in the resolutions to the issues raised by an open door admission policy.

[1]James W. Thornton, *The Community Junior College*, third edition (New York: Wiley and Co., 1972), p. 291, and second edition, 1966, p. 281.

[2]Charles Claxton & Yvonne Ralston, *Learning Styles and Their Impact on Teaching Administration*, ERIC Monograph, No. 10, Fall 1978.

[3]C.C. Yeakey and G.S. Johnston, "Overview of Differentiated Staffing," *Planning and Changing*, Fall 1978, Vol. 9, No. 3, pp. 131-147.

[4]E. Rotsoy, E. Holdway and M. Houghey. "Differentiated Staffing: Practices and Potential." *Education Canada*, Spring 1978, Vol. 18, No. 1, pp. 16-22.

[5]Ibid.

[6]James T. Boyd, "Differentiated Staffing: A Re-examination," *Catalyst for Change*, Winter 1979, Vol. 8, No. 2, p. 24.

Total Community Impact: Marketing Your Product

Wayne Slovacek, Board Chairman
San Jacinto College
Pasadena, Texas

All of higher education has been facing new challenges with the coming of each new decade, as was the case in the 70's, and the trend is continuing as we enter the 80's. Some of these challenges are:
. . . declining enrollments,
. . . tightening of budgets,
. . . closer scrutiny by state and federal agencies,
. . . a call for accountability,
. . . a more diverse clientele entering our doors.

Most higher education institutions are feeling the effect of declining enrollments, and this has led to cutbacks in some institutions, to the threat of closing in others. Thus, student recruitment has become the number one priority for most institutions, in some instances for the sake of survival.

In the 1960's and 1970's we did not consider recruiting as important as today—we admitted students as there were plenty of warm bodies to go around. Now in the 1980's we must learn more and better methods of recruiting students. They no longer flock to our doors. Two items give insight into the future enrollments of higher education.

First, projected decline in elementary and secondary school enrollments that will limit the number of eligible students who may attend college.

And second, the declining birth rate gives us insight into the future enrollments of higher education.

The question we must answer is: Are we ready to meet the needs and aspirations of the students of the 1980's? We must study what we have to offer the students who do come to us. What can they expect from us—what outcome can they expect to receive from having spent time within our walls? We must truly be more accountable in what we do and what we offer.

To combat these trends, higher education institutions must be aware of three things if we are to survive, be successful, and meet the needs of our constituents:
(1) We must increase the traditional college-going rate. We must be able to sell our product to our local constituents.
(2) We must increase the adult population attending our institutions. Only 9% of the population falls within the 18-22-year-old age bracket, while 59% falls between the ages of 23-69.
(3) We must reduce the dropout rate.

In dealing with item number one, selling our own product, we may have failed to sell the benefits of attending a college institution. We have not expounded enough upon the value of the various experiences that one can receive for having attended. We have pointed to the monetary benefits one can receive, and this is important, but there are other reasons many individuals attend college such as:
. . . Just to be a happier person,
. . . To be a better parent,
. . . To be a better citizen, etc.

Thus, we must re-emphasize the total value of receiving a college education as we once did.

Secondly, in dealing with adults, we are dealing with non-traditional students. We must be willing to do research to see what the needs are, and then face the crucial issues or be able to adapt and change our traditional mode of operation to meet these needs. We may need new programs as well as new schedules.

In our marketing research we must learn what motivates people to attend college, already knowing that vocational and professional training is the primary motivator. However, students attend college for other reasons, such as:

. . . Re-training,
. . . Job advancement,
. . . Company requirements for updating skills,
. . . G.I. Bill,
. . . More useful and full life, self-improvement.

All of these reasons tell us different things about our clientele and possible programs desired.

In our research, we should determine what services students wish to see the college offer that serve the student best, such as:

. . . Excellent counseling,
. . . Child care centers,
. . . Financial aid,
. . . Tutoring,
. . . Peer counseling.

Recruitment

Now let me explain the variety of ways the San Jacinto College District recruits students.

(1) College personnel attend high school sponsored college days/nights. The college has prepared colorful booths which attract students and college personnel are readily available to explain courses and programs to interested students.

(2) There are close working relationships between college counselors and high school counselors. This creates good will for the college, and better enhances the flow of information from college to high school counselors, and thus to the students they advise.

(3) College personnel speak at various high school programs and classes. This enables high school students to meet college faculty and administrators on a personal and informal basis. Specific career topics often attract students with interest in a given field.

(4) College recruiters contact each high school graduate within the college district by telephone to be of service to them in selecting their college and college programs.

(5) College counselors sponsor information workshops for high school counselors.

(6) The college sponsors Career Days on the college campus, as well as sponsoring other events designed to bring students and parents into college facilities, such as Journalism Days, History Fair, Interscholastic League events, etc.

(7) The college supplies numerous printed information on college programs to the public in the form of brochures, catalogs, schedules, and special mailings.

(8) The college prepares audio-visual presentations, special displays, and other informational exhibits for bank lobbies, shopping centers and other appropriate places.

(9) Through the College Speakers Bureau, the college supplies faculty members and administrators to speak at numerous local organizations free of charge.

(10) The college publicizes events, registrations, special achievements and other items of interest and benefit to the public through regular news releases, "sponsored" news stories, special ad sections, and public service announcements on radio and television.

(11) College recruiters maintain strong contacts with area business and industrial leaders.

(12) New resident brochures are sent directly to new residents moving into the college district explaining what the college has to offer.

(13) Recruiting letters to high school seniors are written by current college students who had attended that particular high school.

(14) The college sponsors a special magazine directed to high school students, entitled *18 Almanac*, which gives valuable information to seniors.

These are only some of the things the San Jacinto College District does to recruit students. We should keep in mind that two of the most valuable tools for recruiting are getting the name of the college before as many people as possible, and providing quality programs and classes to students in order that they may be successful in what they want to do. Students who are pleased with the quality of college work they have had will pass the information on to other students.

Meeting The Needs of Non-Traditional Students

Let me now explain some of the changes and adaptions the San Jacinto College District has made in the traditional mode of operation to meet the needs of non-traditional students.

(1) **Class Scheduling to Accommodate Shift-Working Students.** We are located in an area where there is a heavy concentration of workers who work shift-work. In order to meet their needs, we allow them to register in a day class and they attend day classes while they are on the night shift and night classes while they are on a day shift. In most cases, the same instructor teaches both classes, but if not, the two instructors communicate very closely as to the progress of the student. San Jacinto College has approximately 950 shift-working students.

(2) **Weekend College**. To accommodate those students who are unable to attend during the normal five day college week, the weekend college is available. Classes are offered on Friday nights, all day Saturday, and Sunday afternoons. Students can obtain up to twelve hours of college credit while attending weekends. San Jacinto College currently has some 1,350 students enrolled in weekend college.

(3) **Contract Courses.** Courses and programs are taught by the college for special groups of employees at industries or businesses. Many times the instructor goes to the industry or business to teach the course, and in most instances the business or industry pays the costs.

(4) **New Programs and Courses.** Based upon research on the need for new skills and trades, and through the advice of advisory committees from business and industry, the college is continuously starting new programs and courses.

(5) **Child Care Center**. In order for students with children to attend college a child care center is provided where students can leave their children while they are in class. This service is provided at a very low cost.

(6) **Lifetime Continuing Education**. Courses, seminars, workshops, and conferences are offered which are less than a semester in length. These programs offer day or evening organized educational experiences and services, non-credit, designed for adult citizens who desire to improve their occupational, professional, cultural, or social learning beyond their present level of education. These programs can be offered either off-campus or on-campus.

This list represents only some of the things

we are doing at San Jacinto College, and I am sure we will continue to adapt and change our traditional mode of operation in order to meet the needs of the ever growing number of non-traditional students.

Retention

Retention should not be an institutional goal, but rather a by-product of improved educational programs and services for students. With approximately 1/3 of full time entering freshmen dropping out each year, it is time that colleges become aware that they have a responsibility to "drop-outs."

All of the previous items mentioned will assist retention, but there are several other items that need to be mentioned. They will not only help us market our product and recruit our share of the student population, but will help us do a better job of retaining those who come with us.

We must realize that the first six weeks on campus are the most important and critical in determining whether the student is going to stay or leave. To get them to stay, you must get them started right. During this time, students need help in transition back into the classroom. Some are returning to college after a long absence, and there are adjustments to make. Some students need help in the transition from high school to college. Particularly in dealing with adults you must overcome the fear of failure, and you must do this in the classroom where the instructors are the key. You must help overcome the fear of feeling out of place, which could be related to several issues, such as ethnic issues and age differential. The older student must be given the feeling of belonging.

Instructors play a vital role in the retention of students. They must develop a caring, sharing, and concern for the student. Students need to have the feeling that they are important as a person, and that the faculty member is concerned as to how they perform.

It might be said that the retention of students, particularly adult learners, begins with the recruiting and hiring of faculty. The faculty members hired to teach primarily adults need a clear understanding of this issue and need to know that:

. . . They are teaching adults,

. . . The majority of the students have additional work loads, and

. . . They may have to alter their teaching method for these individuals.

All of these are key issues that any faculty member needs to be aware of and willing to deal with in a positive manner. If accomplished, it will more than likely be a real asset in reducing the dropout rate.

Another key issue in dealing with retention is "uncertainty about what to study." This is the most frequent reason students give for dropping out of college. We know that one of the driving motivators to completing a program is to attain some professional or career goal or objective. Thus, for those students who are uncertain about their goals or objectives, institutions should be providing a service to help them become more aware of what they want. Through testing and career development programs, we can help to accomplish this. For those who remain uncertain, we need to assure them that nothing is wrong with them, that they can be undecided for the time being.

At San Jacinto College, we stress the above mentioned items by doing the following:

(1) Offering career education through;
Orientation to college
Special workshops
Special testing: for interests, aptitudes, etc.
(2) Giving credit by examination through CLEP (College Level Examination Program) which is also a potent recruiting device.
(3) Job placement
(4) Adequate academic and technical vocational counseling.

(5) Accessible and positive counseling — available at all hours, day and night.

In summary, we live today in a changing market place. Its size and shape has changed drastically. It's a buyers/sellers relationship. People are not rushing to enter our doors. We must continually prove ourselves and become more accountable to those we serve. We no longer can be apathetic toward our students. We must identify what we have to offer and how it will affect the lives of our students. We must recruit with all of these things in mind. Yet, possibly most important, we must realize that we already have built-in a source of recruiting on all of our campuses if we can take advantage of it. This is our present student body, and by reducing attrition, our enrollments can be increased.

Reaching Out and Caring

James B. Tatum, Board President
Crowder College
Neosho, Missouri

I think if there is one distinguishing characteristic of community colleges, it is the personal touch. In no way do I think that mankind was created for separateness. This is not to say that each of us does not value the time we have alone and its is fitting and proper that we have such time, but there burns most deeply inside all of us a need for others.

One need only look at the slickness of the great advertising agencies today to see how they are trying to touch people, coaxing them into buying their products through two words: Love; Friendship—great human needs!

I can give you these examples:
—"Reach out, Reach out and touch Someone" — Bell Telephone Co.
— " You have a friend at Chase Manhattan"—Chase Manhattan Bank
— "When you go shopping-take a friend"—Master Charge
— "We are your friend"—McDonald's
— "Amaretto de Soranno-original drink of love"

Surely Madison Avenue is just capitalizing on a basic human need, and yet we have seen in our lives, particularly with the hustle and bustle of everyday living, that there doesn't seem to be time for each other. We have seen times when the commitment to make a living, or to sit in our homes with eyes glued on the TV set—and dozens of other things—kept us from the give and take between each other.

I know that in education there came to be a time in our country when a great number of people were knocking on the doors of our institutions of higher learning. Sheer numbers alone contributed to the fact that many educational institutions seemed to be cold; cold to the extent that people were numbers, cold to the extent that there wasn't time for sharing, cold to the extent that people came and could discern no sense of caring from the official family of that institution.

Then, too, in many institutions there was a prevailing attitude wherein the instructors tended to create a certain kind of mystique about their subject matter. They almost seemed to say, "This is a special piece of knowledge that I have which you may not be able to acquire. I am not going to make it easy for you. If, somehow, you happen to break through the mystical shroud, you may share in it."

I could go on and on about some of the reasons why a considerable number of institutions of higher education could not truly call themselves "caring" institutions. Let me make it very clear, however, that I know of some notable exceptions, both institutional and individual.

Having said these things, let me turn to the community college and our own situation as far as "caring" is concerned. The very nature of community colleges lends itself to such caring because we are institutions offering second, and yes, even third chances; because we work with students across the entire spectrum of ability; and, because our instructors are "teaching" people rather than researchers, we have built-in advantages. Even though these things are true, we

are not perfect and we certainly need to look at where we should be in order to be truly "caring" institutions.

I am under no illusion that we can wave a magic wand and in an instant the entire community college family; trustees, administrators, faculty and support staff, will all have a loving, caring attitude. Some of us do, and some of us have varying degrees of this characteristic. Some of us have the feeling inside, but seem not to be able to express it. Surely, we have no one in our family who doesn't care at all.

I think a caring environment has to stem from basic concern for people. It begins with the fact that each person is special and unique, and that each person has dignity of his or her own. This sets the stage for people to accept the premise that all people have self-worth.

We all know that there are certain days when the burdens in people's lives would lead them to believe there is no daylight; when the problems of everyday living are immense. There may be illness or death, financial problems, psychological problems stemming from all sorts of reasons, wrongdoings, and yet, even at the lowest point in life, how wonderful it is to know or to have someone express that, yes, you have self-worth.

I have hoped that on our campuses no student would appear who would not be touched humanly in an interested, concerned way by an official member of the college family. Now that is a difficult kind of accomplishment, because we have people who come to our colleges who are not physically attractive. Some of them are quite obnoxious. Some of them are encased in a hard shell produced by an environment that we may not comprehend. Some of them are attending our particular institutions for reasons that you would not believe and yet, transcending all of this is the fact that they are human beings and they present great opportunities.

I have often said that ancient Rome fell, but they didn't have community colleges. I truly believe that we have the vehicle at our disposal to subvert some of the malignancies that contributed to Rome's downfall. The vehicle is the community college. How that vehicle responds to our clientele will write part of our history, and underlying that has to be our concern for people and the opportunity that we have to contribute to a society that is not an "elitist" society, in the sense that only a few have opportunity—yet an elitist society from the viewpoint of valuing and striving for quality; a society that has great and greater numbers of people who are responsible, informed citizens.

I think, further, that caring means giving every student full measure. I would say again, let us not foster a mystique in learning but strive for the lowest possible common denominator that will bring the particular knowledge in each subject to the student. Trustees need to hold chief administrators accountable for a performance level from faculty which makes the subject matter understandable to as many as possible. Special skills of communication in teaching must be fostered. We must know that the mechanics are set up to insure that all students know that we care about their learning and there will be no question of full opportunity for them to do just that.

Further, caring means that each segment of the community college family has a dedication to the jobs and positions we occupy, which means that we are not in an adversarial position with the world and against everything all the time. Sometimes I think that one standing committee every college has is the Bucket Committee. You know who they are—they are the ones who throw cold water on everything.

Everyone need not endorse all programs or all policies in a blind fashion. Certainly open, free, frank discussion is always in order. But once something is decided, I know a strong, united effort, even if the plan is not the best, is

superior to a fragmented effort and an outstanding plan.

I am asking that we work for the greater common good and that we love what we are doing. If we really don't, perhaps we should look elsewhere for a field in which to labor. Life is much too short to be wasted on something to which we are not dedicated. Believe me, our students know and sense when our attitudes are right and when they are not.

Caring means that we have standards. Certainly those of you who have children would not give them all the candy they could eat even though they might want it. This means that people in authority generally know best. It means that it is known what the acceptable standards are for achievement of the course work in which anyone is involved.

It doesn't mean that we rigidly hold to standards without concern, like robots, but it does mean that we carefully point out the reason for achieving certain levels of competency and the fact that we are not doing anyone a favor by lowering the standards or giving unearned grades.

Caring also means that we have an interest in America. We know the sum total of America is made up of all the parts, and that every person goes into the total make-up of the whole. It means that we care about the kind of society in which we live and that we can jointly realize that, in spite of some differences of opinion—political, religious, and cultural—history has taught all of us that honesty is to be cherished in all things; that economic self-reliance is a very worthwhile goal for all Americans; that careful concern for other people is an activistic virtue; and that the family unit is the keystone of any great and decent society.

Now having said these things which I believe history has clearly taught us, we need not run and hide in fear of a dictatorial policy which requires someone to teach that which they do not believe. I am expressing what I believe in. I am expressing what I believe most Americans believe in. Surely certain basic character traits can be acknowledged as worthwhile by an overwhelming majority of Americans.

Certainly by now we know there is no such thing as a value-free classroom. We are either going one way or we are going another. I know the difficulty of teaching values, and yet for me to be alive and to duck the issue would be a cop-out, and I am aware of the argument of "whose values are you going to teach?"

To be redundant, I say, you are teaching some values no matter what. Even the lack of such teaching contributes to a vacuum that may produce considerable problems.

I know one of the leading questions in education today has to be whether the teaching of values is important and, if it is possible. People from the time of Socrates have asked whether virtue can be taught. I guess I belong to the school best expressed by someone whose name is lost in antiquity who said that hypocrisy is the "tribute vice pays to virtue." This is expressive to me because it points up that none of us is perfect and yet, should we deny all values because we may have failed—and failed repeatedly—in different areas? I think not.

Let me preface my next remarks by emphasizing very strongly that I believe that a liberal arts education, if properly acquired, is the foundation for virtually everything. I am certainly strong for incorporating all that we possibly can of such an education into each and every one of our vocational-technical programs. I believe that the educated person is one who has developed the habit of inquiry and is growing with powers of discernment.

I can associate very strongly with Alfred North Whitehead who called for all of us to have a habitual vision of greatness. I do, however, grow a little weary when I must

listen to people who purport to be strong disciples of the "habit of inquiry" but never seem to discern that the evidence is overwhelming that some values and traits are not only highly desirable, but essential if we are going to have a society moving in the right direction. Surely education is for naught if some basics have not been learned. There are those who believe that it is useless to attempt the elevation of character via higher education and that little or no impact can be made on people once they have reached the age of 18 and beyond.

I agree that those formative years from birth to five of six years of age are most important. There has been a considerable amount of evidence accumulated to show that during this period, the basic character and personality of any person has been indelibly imprinted. Having agreed to this; I just as surely make the point that life is not over at age six—not in any sense.

I see too many cases of people being deeply affected and changed by other people and situations at almost any age. One of the values I espouse so firmly is that of the importance of strong families and family character, for the very reason that we see the great need for proper molding in those early, formative years. But how many of you write off all of those who have not had the proper environment in their early years, or for that matter, to accept the status (characterwise) of anyone based on their first six years?

We all have much to learn. We are influenced by the examples of others. We could well be influenced by the combination of theory and example as we see—really see—the merits of quality of character in life.

I am not making a plea to professional teaching people today to move to some system of values advocated solely by me. But if all of the history of mankind has not taught us that some of the qualities I have mentioned are not worthwhile, then I suggest that we take down the flag, destroy the buildings in which we house our colleges, and turn things over to the street gangs.

Gunnar Myrdahl spoke to one point that I believe in when he said, "the educational exploration of value may confront people with their inconsistencies and lead them to modify their lower values to conform to their higher values."

I am not saying that college professors make the classroom a total time of moralizing and sermonizing. I am saying that when you espouse nothing, when you stand for nothing, when you attempt a value-neutral atmosphere, you may, in fact, be standing for something. The imagined vacuum that has been created does give impetus to motion, oftentimes creating grave problems. One is moving one way or the other. This approach, a so-called total freedom approach, is right in that no person will really do for very long that for which they hold no conviction. But when we live in a time where we see so many people who seem to think that anything goes, I have to come down strong and say that certain basic fundamental traits of character can be emphasized not only by theory, but by example . . . and convictions which are right could well be the result.

I am saying to you that it is time to speak for the right, to speak for honesty, to speak for fair play, to speak for character, if we want to live in an America which is growing in the right direction. I hope that such a concerted move would bring improvement, and yet I know we would be wise to recognize that there are some mysteries of human existence . . . particularly the free will of people, and because of this, not to expect too much from formal education.

Let me touch on a point that interests and intrigues me very much. This has to do with the character of your college, the flavor, the atmosphere, the ethos, if you will . . . all of these words alluding to the general tone of the institution. It has been definitely proven that small children do considerably better in

schools where there is a caring, concerned, properly oriented operation.

It's a good bit of the old story that success breeds success. When caring people know they are going to achieve success with pupils, we find a contagion that brings superior results.

The same just has to be true in institutions of higher learning. We have, to a considerable degree, created such entities when we follow community college philosophy. Let us give it that extra measure—the measure of caring which will cause even the most unobservant person to notice something different and unusual when they step on our campuses.

Having given you this plethora of information one might turn to the logical question, "What do trustees do about all of this?" First off, you must believe in it enough to want to do something about it. Secondly, you lead by example. Additionally, you speak about such things when the occasion permits.

I believe that trustees are not utilized enough as speakers and members of discussion groups on their campuses. Opportunities need to be found where such exchanges can take place: student senates, clubs, meetings of athletic teams are real possibilities. Then too, meetings with the faculty, social events sponsored by the college where trustees, administrators, faculty and spouses gather, provide forums for the espousement of beliefs about worthy standards. A trustee or president with the depth of conviction, the right attitude, and the example of doing, carries great weight.

Let us not forget the policy-making role of the trustee. I firmly believe that had some of our major universities simply had an expressed, adopted policy of being courteous to everyone, that the chief administrators of such institutions would not have had to deal with some of the terrible events of the 1960's.

My own college has an adopted policy that certain basic traits—honesty, respect for property, concern for others, economic self-reliance, strengthening the family—are desirable qualities to be fostered in and out of the classroom.

You might be surprised at how well some of our faculty have responded to this policy. We do indeed gather strength from each other. I would be glad to share this statement of policy with any of you who might be interested.

Additionally, policy makers need to be determined to exercise care in the fiscal arena to not contribute to economic chaos which will seriously hamper our efforts to help our students. They need to demonstrate further our great concern for people by not placing excessive demands upon our federal government and contributing further to this insidious thing called inflation.

Let me bring my thoughts and ideas together finally by re-emphasizing the very specialness of every person and the idea that we should not allow personal faults or other problems to stand in the way of the development of their potential. We must point out that by potential, we mean there most certainly is a place of happiness, reward, and level of achievement for all people. As people come to us from all kinds of situations, we must help them understand that it is a faulty view to think that the pattern of their lives which may have hindered them in the past, cannot be surmounted. People do care and people will help.

It is interesting to me to compare all of humanity to the billions of stars in the heavens . . . each one special in its own way; each one different, and just as we see a falling star, I think, in a beautiful way, we see the similarity of life expiring. Let us resolve today that during the time remaining before our

star falls, or before another star with which we have had contact falls, we will do all that we can to enhance the worth and beauty of all stars.

I interpret such resolve to mean that **no** student on any of our campuses leaves without being touched, and touched for the better by someone. What a delightful dream — trustees — administrators — faculty — people at all levels of support — custodians food service personnel, office personnel, and on and on — reaching out with concern!

Just a dream? . . . . . I think not . . . .

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